DOCUMENT RESUME

ED 273 839 CE 045 081

TITLE Non-Governmental Organisations. Their Role in Development. Courier No. 37.
INSTITUTION Asian - South Pacific Bureau of Adult Education.
PUB DATE Jul 86
NOTE 62p.
PUB TYPE Collected Works - Serials (022) -- Reports - Descriptive (141) -- Viewpoints (120)
JOURNAL CIT ASPBAE Courier; n37 Jul 1986

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Adult Basic Education; Adult Education; Adult Literacy; *Agency Role; Cooperative Planning; Cooperative Programs; *Developing Nations; *Economic Development; Educational Planning; *Government Role; *Institutional Cooperation; International Organizations; Literacy Education; National Organizations; Policy Formation
IDENTIFIERS India; *Nongovernmental Organizations; Philippines; South Pacific

ABSTRACT

This issue of the "Courier" contains several articles on the role of nongovernmental organizations (NGOs) working for social justice and development for people in Third World countries. The following articles appear: "Sharing One Earth" (Nighat Said Khan, Kamla Bhasin); "Beware of the Gongo--Regulating NGOs in India: New Moves" (Rajesh Tandon); "Widening the NGO Perspective" (Tony Quizon); "Non-Governmental Adult Education Associations--An Overview" (Chris Duke); "A View: The Cooperation between the Government and NGOs in Development" (Jon Ungphakorn--interview); "Third World NGDOs Task Force: Origin, Aims, Evolution, and Present Situation" (Mario Padron); and "German Adult Education Association and German Foundation for International Development." (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ASIAN SOUTH PACIFIC BUREAU OF ADULT EDUCATION

ED273839

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Non-governmental organisations Their role in development

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

G Heslop

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CE 045 081

COURIER SERVICE

NO. 37

JULY 1986

BEST COPY AVAILABLE

ASIAN-SOUTH PACIFIC BUREAU OF ADULT EDUCATION

ASPBAE REGIONAL OFFICES

Region 1 (S. Asia)

Dr A.T. Ariyaratne,
Chairman,
C/- Sarvodaya,
Damsak Mandira,
98 Rawatawatte Road,
Moratuwa. Sri Lanka

Region 2 (China)

Contact Person:

Director,
Department of Adult Education,
Ministry of Education,
Beijing. P.R. China

Region 3 (S.E. Asia)

Mr Lim Hoy Pick,
Chairman,
13 Dalvey Estate,
Singapore 1025
Republic of Singapore

Region 4 (Pacific)

Contact Person:

Dr P. Schoeffel,
Continuing Education,
University of the South Pacific,
P.O. Box 1168, Suva. Fiji

SECRETARIAT

Dr W.M.K. Wijetunga,
Secretary-General,
30/63A Longden Place,
Colombo 7. Sri Lanka

ASPBAE COURIER

Mrs Yvonne Heslop,
Editor, ASPBAE Courier,
GPO Box 1225,
Canberra, 2601, Australia

ISSN No. 0 814-3811

ASPBAE is associated with the International Council for Adult Education (ICAE)

The ASPBAE Courier is produced at the Centre for Continuing Education, Australian National University, Canberra, Australia.

ASPBAE Courier Service is produced three times a year in April, July and December.

Opinions expressed in the Courier are not necessarily those of the Editorial Board or Members of the Asian-South Pacific Bureau of Adult Education.

All material contained in the Courier, unless otherwise stated, may be freely reprinted or reproduced to promote the free-flow of information and discussion. A copy of any reprint would be appreciated.

EDITORIAL BOARD

Mrs Yvonne Heslop, Editor
Dr Chris Duke
Ms Wendy Benson
Dr Elizabeth Sommerlad
Ms Helen Hill

SUBSCRIPTION AND MEMBERSHIP INFORMATION

Individuals and Institutions are welcome to join ASPBAE. The following rates apply:

ASPBAE Countries: (Asia and the Pacific):	*Individual:*	*$10.00US p.a.*
	Institutional:	*$40.00US p.a.*
Other Countries:	*Individual:*	*$20.00US p.a.*
	Institutional:	*$60.00US p.a.*

Please send cheques to: "Asian South Pacific Bureau of Adult Education"
G.P.O. Box 1225,
Canberra, 2601, Australia

CONTENTS

EDITORIAL 1

SHARING ONE EARTH 3

Nighat Said Khan, Kamla Bhasin

BEWARD OF THE GONGO - REGULATING NGOs IN INDIA NEW MOVES 14

Rajesh Tandon

WIDENING THE NGO PERSPECTIVE 17

Tony Quizon

NON-GOVERNMENTAL ADULT EDUCATION ASSOCIATIONS - AN OVERVIEW 19

Chris Duke

A VIEW; THE CO-OPERATION BETWEEN THE GOVERNMENT AND NGOs IN DEVELOPMENT 22

Jon Ungphakorn - Interview

THIRD WORLD NGDOs TASK FORCE; ORIGIN, AIMS, EVOLUTION AND PRESENT SITUATION 23

Mario Padron

GERMAN ADULT EDUCATION ASSOCIATION and GERMAN FOUNDATION FOR INTERNATIONAL DEVELOPMENT 25

DVV and DSE Paper

EDITORIAL

This issue of the Courier contains several articles on the role of Non-Governmental Organisations working for social justice and development for people in Third World countries.

Non-Governmental Organisations have begun to have a significant effect in the development area and this has not been lost on Governments in Third World countries who have, sadly, found many of their own massive development efforts coming to nothing. While Governments are susceptible to pressure from urban elites and first world countries, NGOs are small and independent. However, if they are to provide a strong voice on behalf of the people they represent, they need to come together and present a united viewpoint.

The dilemmas facing NGOs in this and other respects are brought out in several of the papers below, particularly Khan and Bhasin's paper on "Sharing One Earth" and Quizon's paper "Widening the NGO Perspective".

Much of the success of NGOs can be attributed to the fact that people working with NGOs are deeply committed to what they are doing. Few are well paid, if they are indeed paid at all. Importantly, they have control over what they do and how they do it. Contrast this with Government employees who, as part of a large bureaucracy, do the bidding of a remote Minister, or try to implement some grand "Development Plan" which has been developed with a broad brush approach by economists with little regard for people as individuals. Programs which look at people as 'units of labour' and regard a rise in GNP, regardless of how it is achieved, as 'development'.

Many large aid projects have been developed in first world countries with little or no real knowledge about local culture or social organisation. NGOs, in the area of development, work at the grassroots level. They look at the issues of development from the viewpoint of the poor - they see the effects of 'development' on their communities and try to effect change with people they know and whose problems they share.

Many NGOs work with particular groups of people such as women, indigenous minorities, farmers, fishers, and so on. To bring such a diverse and flexible group of organisations together to form an NGO Forum is a daunting task. Their commitment and links with local groups make it very difficult for their representatives to take a broader view. Additionally, if NGOs do link together how will they retain the things that are most important to them and to the people they serve? How will they avoid becoming bureaucratized and remote. Will they, as some of the Philippine workers feared, be co-opted by the State.

Another aspect, brought out clearly in Rajesh Tandon's article, is the increasing interest that Governments are now taking in NGOs. Because of their success they are attracting attention and Governments' are seeking to impose regulations on them. Should NGOs indeed become a powerful force, as outlined in Nighat Khan and Kamla Bhasin's paper, how long would Government's allow them to continue unfettered?

The article from the Philippines is particularly interesting because of the apparently unique opportunity that the new 'People's Government' provides for Non-Governmental Organizations to play a key role. Tony Quizon discusses how Philippine NGOs are facing up to the challenge and the concerns that they have. There are many questions now being asked: "Could they (NGOs) overcome their fragmented selves and work together for broader social programmes and thus make their impact felt on a wider societal scale? Could NGOs agree on a common thrust for action? Could they articulate/propose policies to government for more radical social reform? What new challenges/opportunities do they face? What new role could they play?"

The fact that the new Government in the Philippines appears, at present anyway, to be open to such a role for NGOs provides an exciting example for NGOs in other countries. If NGOs in the Philippines can play a significant part in addressing problems on behalf of the people it will provide a model for others to aim for.

A paper by Chris Duke, prepared for the International Council for Adult Education publication, **Implications of the Fourth Unesco International Conference on Adult Education**, is concerned with the role of adult education oriented NGOs. Such NGOs, at the international, regional and national levels attempt to present a united point of view on the role of education in development. That these organisations face a variety of problems, including, in some countries, lack of freedom from Government control, is outlined in this paper. Chris Duke looks at these organisations, particularly in respect to their relationship with Unesco, and discusses how they, along with Unesco, can respond to the pressing needs of today's world.

An article, by Mario Padron of the Third World NGDOs Task Force, looks at how some NGOs involved in development come together for professional support and refreshment. The importance of avoiding becoming bureaucratized is emphasised as is the importance of sharing experiences and learning from one another.

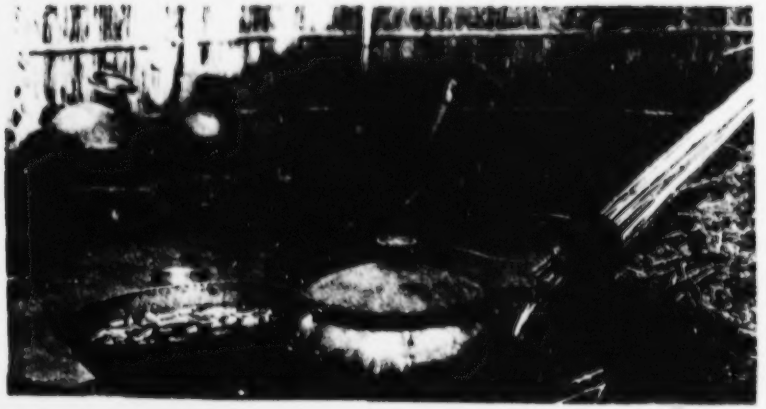
Members of the Third World NGDO Network undertake some joint activities and for this an elected central planning and coordination team is required. In addition there are functional networks which involve members in activities such as exchange of information; experiences (directly or in writing); solidarity actions and sometimes joint ventures.

While this organization does not have the aim of influencing Government policy it is an example of how people working in NGOs can meet and reflect on what they are doing and learn about what others are doing in a non-bureaucratic organisation. As with so many similar networks this requires a 'friendly' supportive institutional base from which to coordinate activities.

The final article is one which was prepared for the ICAE meeting with funding agencies in Kulgalv, Sweden, in June. It outlines the programs and philosophies of two German organizations which provide funds to adult education NGOs. Some of the points raised by Khan and Bhasin are reflected in the philoosphies of these organisations but sadly, they are not shared by most of the large funding agencies providing aid for developing countries.

This series of articles on the role of Non-Governmental Organizations provides much food for thought. It is clear that Non-Governmental Organization approaches to development are working. Can the positive aspects of these approaches be translated into large Government-sponsored aid programs? Can the Non-Governmental Organizations come together in some way to provide a voice for the oppressed and poor people of this region who at present have no voice in the areas where decisions are made about 'development' programs. What role can the adult education NGOs play in providing such a forum and shedding light on the problems produced by development programs which put economics first and people second?

Yvonne Heslop



SHARING ONE EARTH

Report of the FAO/FFHC South Asian Consultation on "Responding to the Challenge of Rural Poverty in South Asia: Role of Non-Government Organisations. Bangladesh April 28 - May 2, 1985.

Nighat Said Khan
Kamla Bhasin

Introduction

About half of the world's poor live in South Asia. It is generally agreed now that the development strategies and programmes implemented during the last three decades have failed to attack the causes of rural poverty. The benefits of whatever development and growth have taken place have **not** trickled down. Landlessness has increased and so have poverty, unemployment and inequality. Peasants, landless people, the small fisherfolk, plantation workers and women have been marginalized. In addition to this, through environmental destruction, the very resource base of the people is being rapidly destroyed.

In most South Asian countries local and national Non-Governmental Organisations (NGOs) have been actively involved in experimenting with innovative approaches to fight exploitation and to initiate a process of participatory development. The efforts of these NGOs have been supported by NGOs from the developed countries.

For over 10 years FFHC/AD (Freedom From Hunger Campaign/Action for Development) has tried to strengthen these innovative attempts at rural development by facilitating horizontal communication between like-minded NGOs within and between countries in Asia. Through a series of consultations, workshops, training programmes and production and distribution of relevant documents, FFHC/AD has encouraged collective reflection and the creation of linkages between NGOs. With the same objective FFHC/AD contributed to the creation of the Asian Cultural Forum on Development (ACFOD) and has been supporting other regional networks like the Pacific and Asian Women's Forum. FFHC/AD has also provided services to NGOs from developed countries, helping them to build contacts with South Asian NGOs.

Objectives of the Consultation

The objectives were to facilitate sharing of ideas and experiences among like-minded NGOs from South Asia and from the developed countries and strengthening linkages between NGOs at the national, regional and international level; evolving a common understanding of the present nature of rural poverty in South Asia and the major issues faced by the developed countries and the challenge they pose to all concerned; initiating a discussion on major issues faced by NGOs in South Asia and the developed countries; and seeking a common understanding on strategies for future action.

The consultation was held in the training centre of Proshika, Centre for Human Development in Koitta, Manikganj, a tiny village about 60km outside of Dhaka. Forty-six participants took part in the consultation from Bangladesh, India, Nepal, Pakistan and Sri Lanka. They worked in areas such as: trying to organise the rural poor, e.g. landless people, marginal farmers, tribals, fishworkers, artisans and plantation workers. Others worked around areas such as land and resources, environment, needs of working class women, health, nutrition, family planning, nonformal education, people's science and development communication.

Four participants represented regional NGOs and four others were from NGOs in developed countries and two representatives of FFHC/AD.

The selection and combination of the group thus represented not just a diversity of grass roots level work and the diversity of the issues and concerns in the development process, but also the diverse backgrounds of those attempting to influence the development process so that it becomes more people oriented. In all the participants were highly motivated, committed and idealistic people, many of whom had given up comfortable and lucrative careers to work towards the creation of a more just society.

After a process of self-introduction and country presentations various common themes emerged (despite the differences in ideology, vision, nature, level and strategy of the work). Most participants, for instance, agreed that development in South Asia was similar and also interlinked. In each country the situation of the rural poor was deteriorating to the extent that there was now an urgent need for a concerted effort to reverse this trend, an effort that will probably have to be made at the regional level precisely because of the physical, ecological, developmental and political oneness of the region. Similarly, again despite differences in the individual and country experiences of the NGOs, there was a consensus that thus far the NGOs have focussed their attention on the delivery of services to the rural poor, but that these efforts would not change the situation in any substantial or fundamental way unless the root causes of poverty were themselves attacked. This, it was further argued, could only be done by helping the poor to organize themselves on their own behalf, so that they could be empowered to bring about the structural changes needed for a more just society. Three impromptu presentations highlighted the group's concerns:

> the continuing and dangerous depletion of the resource base in the region (land, water, forests etc.) which endanger the very existence of the majority of the people.
>
> the existing experiences and attempts that should be made to mobilize public opinion and to organise the rural poor to challenge the so far negative and anti-people development in South Asia, and to initiate the process of empowering the poor.
>
> the specific situation, experiences and struggles of rural, working class women in South Asia.

Four groups were formed to discuss the following aspects:

the need and rationale for organisations of the rural poor; the different strategies being used by NGOs; and a collective evaluation of the attempts made so far and the efforts that need to be made in the future.

The mobilisation of funds and other resources needed for organisations of the rural poor; and the relationship and notion of partnership necessary between 'donors' and action groups in South Asia.

The need for consolidation of NGO activity and solidarity between NGOs themselves and between NGOs and researchers, communicators, professionals etc. at the local, national, regional and international levels.

The vision and concept of an alternative development.

The groups spent about a day and a half discussing these issues and then came together in a plenary for interim reactions before returning to small groups to finalise conclusions.

Generalisations on the Region

The discussion in the Consultation started with country presentations from each of the five countries. The purpose of these presentations was to give an overview not only of the situation of rural poverty in the respective countries, but also the causes and ramifications of such poverty. In addition to this, each presentation was to discuss the responses and measures taken to alleviate it by the government and by NGOs. What emerged from these presentations is that despite the specificities of each country there is a remarkable similarity of experience not only in terms of the rural poverty situation but also in the nature of development that has occured. Agriculture and the rural sector, for instance, dominates as a sector in the region and in this sector a majority of the population falls below the poverty line. In India and Pakistan, according to the more optimistic figures, the percentage of the rural is at least 50% although in both countries, it was argued, the actual percentage is probably higher. In Bangladesh the number of persons falling below the poverty line is 83%. Regardless of these percentages and how they might have been calculated, the overwhelming similarity was that in each of the countries rural poverty was increasing in both absolute and relative terms, and that this increase was the direct result of the economic policies pursued by the respective governments.

A Critique of Development

In the region as a whole the nature of development has been the development of capitalism, not least because, with the exception of Nepal, the region has been linked to the world capitalist system, initially through colonialism and since independence through foreign assistance, loans and the terms of trade. Development in the region therefore has neither been independent nor 'appropriate' in that it has not been based on the needs of the majority of the people nor on the specificities of the natural terrain or local institutions. This type of 'subsidiary' development, that links into and serves industrial development elsewhere (predominantly that in the West but also in the Communist bloc and more recently in developed countries like Japan), applies to both agricultural and industrial development both of which, in any case, are linked.

The development of agriculture has been based on producing more food, on the production of cash crops and on generating surpluses for industrial development but in each case it has been for the purposes of the urban sector. The concentration on food for instance was not so that the rural poor would be better fed but so that there would be enough food for the urban sector and for export. Since agriculture was meant not only to feed the urban sector but also to provide a surplus for the development of industry, agricultural development was biased towards the larger farmers who had the capacity to produce the surpluses required. The encouragement of the development of capitalism in agriculture led to an increasing control of the large farmers of the resources available (particularly, but not only, land) and this in turn led to the displacement of a large number of tenants from the land, as well as the 'squeezing out' of the smaller landowners. The specific nature of the type of agricultural development pursued in the region was responsible therefore for the increasing landlessness, peasant differentiation and the marginalization of the rural poor, particularly those directly dependent on natural resources (in India these constitute 50% of the people); and particularly women who not only are the first to get marginalized but for whom few alternative occupations exist.

At the same time the type of industrialisation encouraged in the region has been capital rather than labour intensive although it has been geared more towards the mass production of cheap consumer items than to heavy industry. Thus on the one hand it has been unable to absorb those displaced from the rural sector and on the other has compounded the unemployment situation of the rural poor by destroying indigenous cottage industry and artisanal activities and by making traditional skills redundant.

This type of development in both the agricultural and industrial sectors, has required infrastructural and energy inputs that have led to the depletion of natural resources and a further marginalisation of those dependent on these resources. Thus the building of roads, dams, irrigation schemes; the exploration of oil, coal, gas and other natural resources; the need for wood etc. has not only, in many cases, forced out the rural poor from the areas of these activities but has taken away from the rural poor the control of and access to the very resources on which the poor are dependent.

The Decision Makers and Political Control

While much of this type of development has occurred because the economy and development of the region has been linked to the world market and the Western political system, it has been carried out within these countries by the local power elite or class. This class is the product not only of traditional economic power but of a

'western' bias both in terms of policy and in terms of lifestyles and demands. Thus the concentration on 'western' consumer goods; on 'western' education; on 'western' development and on 'western' political structures; all of which serve to perpetuate this class by reinforcing a distance between those who rule and those who are ruled. But economic power and cultural distance are not in themselves enough for this class to perpetuate itself, and increasingly military power is being used as a means of domination and control. This is encouraged by the super powers for their own political purposes. The super powers have been linking economic assistance to military assistance and political control, with the result that defence budgets in the region siphon off a large percentage of the national budgets. In Pakistan and Bangladesh the percentage of the national budget spent on defence ranges from 60-70% while the amount spent in India (25%) is at least as much if not more in real terms. This level of spending can only be sustained at the expense of the poor, but since it relates to the overall nature of development; to the perpetuation of a dominant class; and to super power interests, it is unlikely that this trend will change. In fact there is no indication from any country in the region that the type of political and developmental policies pursued so far will be changed by the dominant class because these policies are based on the short term interests of this class and not on the long term interests of the people of these countries as a whole.

The Future and the Rural Poor

Since there are no indications that any real changes will occur there is every likelihood that capital intensive industrialization and the resulting urbanisation will continue to spread; that the natural resources will be further depleted; and that the rural poor on whom such policies have had a disastrous effect, will be further impoverished and further marginalised. The urgency of the situation for the rural poor cannot be overemphasised because in effect these policies have virtually resulted in a war on the rural poor, a war that shows no signs of abating. The rural poor which form a majority in these countries must therefore be empowered not only to fight back but to regain the ownership and control of the resources that were originally theirs. There is an urgent need therefore for an agency other than the State and Corporate Power (the two agencies responsible for the present type of development and the two directly responsible for waging the 'war against the rural poor') to work towards the empowerment of the rural poor and for an alternative method of development.

An Alternative - From Where?

This alternative 'agency' and alternative development cannot be provided by the traditional political parties since even where they are not allowed political expression and control (as in Nepal, Pakistan and Bangladesh) they are still a part of the dominant power structure. Nor, given the experience of the last few decades does it appear that an alternative can be provided by the traditional left. Theoretically the left does provide the basis for an alternative system which is people rather than dominant class oriented, but this alternative is invariably based also on industrialisation and on state

ownership and control. While this sytem does distribute access to national resources and guarantees employment it does not return the ownership and control of these resources to the people. Even if the left reconsiders the concept of state ownership the problem of how to arrive at the left alternative still remains. The means of 'arrival' for the left is based on classic class contradictions which must be resolved by the victory of the working class (urban and rural) over the urban and rural bourgeousie. This, however, has not proved to be viable, for while class contradictions do exist in the region, individual classes themselves are differentiated by caste, gender, urban-rural, land based and other resource based contradictions. This influences classical class formation, as does the fact that class formation in predominantly rural but yet industrialised societies, is not as clear in reality as in theory. Since theory has tended to influence traditional left practice, and since there are few indications that the traditional left is changing its position, an alternative to the traditional left was also considered essential - an alternative that would not negate the diverse processes of production presently practiced by the rural poor. In a forum that was bringing together a wide range of NGOs working in multiple and diverse ways to empower the rural poor, it was thought possible that such an alternative agency and an alternative vision of development could be provided by such NGOs, if that is, they could agree on a common alternative and a common programme of mutual linkages, support and collaboration.

An Overview of the NGOs in South Asia

There are literally thousands of NGOs in the region but most of these are charity or social welfare oriented organisations. Each country in the region however has a different experience of NGOs from which a regional generalisation is not possible except inasmuch as there are similarities in trends and problems and in the attitude of the respective governments towards them. The experience of each country therefore must be discussed separately and the similarities and commonalities brought together at the end of this section.

The NGO Experience in India

India has the longest history and the widest experience of NGOs working with the rural poor. Prior to 1947, and not unrelated to the Independence Movement, NGOs encouraged the development of handicrafts, participated in the struggles for social reform and for the development of the Harijans. In the 1950's the demands shifted to ones asking for restoring land and other resources to the rural poor. Both Ghandian and Marxist groups participated in these and this gave impetus to a fairly widespread NGO movement encompassing various rural sectors. Many of these focused on empowering the rural poor but they were co-opted or suppressed as the state saw fit. By the 1960s most of the indigenous movements such as the encouragement of handicrafts had been taken over by the state, by which time it was also clear to the NGOs that the poverty situation could not be reversed by NGOs working within the system. Yet working outside it meant that the NGOs operating in this way were subject to government harrassment and control. This dilemma remains unresolved, and is in fact compounded by the state

contradiction that while effective NGOs are suppressed, the government also is increasingly allocating resources to NGOs, and increasingly recognising the role of the NGOs can play. (The 7th 5 year Development Plan for instance has a separate chapter on NGOs.) But this move it appears is more towards the control of NGO activity than an encouragement of it for by funnelling resources through its own channels and by controlling foreign funds to NGOs, the Government can oversee NGO activity and can direct it towards its own purposes. [See also article by Rajesh Tandon in this issue.]

The NGO Experience in Sri Lanka

There are well over 100 NGOs operating in Sri Lanka which have a rural project/programme of one kind or another. These NGOs can be classified in four broad groups:

a) those engaged in purely social service or welfare activities;
b) those engaged in development projects of one kind or another;
c) those engaged in educational, research or issue oriented agitational or mobilisation activities; and
d) those working with the rural poor, conscientising and organising them to undertake collective initiatives to improve their social and economic status.

The majority of the NGOs fall into either a) or b) and provide relief services, welfare services for children, shramadana activities for rural infrastructures, health and nutrition programmes, provision of laboratories and wells, and skill training for self employment. In general there is no attempt to create an awareness among the communities about the causes of poverty or the socio-economic reality that confronts the poor. Most of these NGOs also work with total communities without a proper discrimination between the rich and the poor, ignoring the contradictions that exist in the rural areas. The status quo of rural power structures remains undisturbed.

Only a few NGOs can be classified under c) or d). Those in c) are either engaged in research and dissemination through workshops and publications and other educational activities for awareness building (largely on macro issues) or creating public opinion on selected issues of importance to the rural population (e.g. operation of agri-businesses or violation of human democratic rights). The few NGOs in category d) work directly with the rural poor. They attempt to create an awareness among them, and promote organisations of the poor to improve their social and economic status. There is a definite need therefore for this last type of NGO to increase in number and effectiveness but with this increase there is every likelihood that the government will attempt to control the activities of such NGOs.

The NGO Experience in Bangladesh

Apart from the various social welfare NGOs three types of NGOs exist in Bangladesh. The first are the target-oriented groups, that is uniting people to fight for and to implement economic programmes or for strengthening their receiving mechanisms. Others are involved in consciousness-raising and mobilising the poor, and yet others, particularly the foreign NGOs use the community development approach. All three types identified above try to base their programmes on the participation of the people and see themselves only as facilitators. They argue that the task of the NGO is to help the poor help themselves and by and large the NGOs in Bangladesh consider their role as having been particularly effective in a country still suffering from the damages of a devastating war of liberation. It is estimated by ADAB (Agricultural Development Agency of Bangladesh) that 10% of the total population is serviced by NGOs. This may be correct given the number and size of such NGOs, the size of the committed cadre and the amount of donor funds available. Despite this however, there is a growing dissatisfaction among the NGOs that the issue of poverty itself is a political issue and that while the NGOs themselves are not facing up to this, the Government is aware enough to initiate moves towards financial control of NGO work.

The NGO Experience in Pakistan

While the rural poor have from time to time organised on their own behalf and have struggled for their rights, few NGOs work towards empowering the rural poor. However, a number of NGOs do exist in Pakistan but most of these are 'charitable' or 'social welfare' organisations acting as 'middlemen' with a top down approach. This is true not only of those run by upper class women involved in social work but also community-based NGOs which tend to be run by local leaders. Exceptions to this are when villagers come together as action groups for specific activities such as building water channels or storage facilities or for jointly purchasing agricultural inputs but few of these actions solidify into organisations.

Some 'innovative' initiatives do exist, primarily in the urban centres and usually extremely well financed. Those in the rural areas tend to be organised by Christian missionary groups or some by national NGOs. While these have met a measure of success in the work that they undertake, they are still not, with a few exceptions, focusing on mobilising and empowering the rural poor and especially not on class lines, and nor is there much of an attempt to make the rural poor self-reliant even for economistic measures. Despite the general ineffectiveness of the NGOs in creating awareness and in mobilising the rural poor, the Government is still moving towards controlling whatever activities do exist and ensuring that these activities serve the purposes of Government policies and programmes rather than the rural poor or the NGOs determining their own.

The NGO Experience in Nepal

There is a growing concensus on the ineffectiveness of the bureaucratic and administrative capability to handle the situation of rural poverty and more and more people are turning to the role of

NGOs to provide the impetus. Even the King recently emphasised the need to encourage NGOs to take an active part in the development of the country. However, while Nepal, as all other countries in the region, has a history of traditional institutions, these do not necessarily work towards empowering the rural poor, although they do work for the rural poor in localised efforts based on caste, ethnic or religious lines. Besides this, there are now some 'modern' NGOs providing social services or those based on class or occupational lines. But in Nepal these are entirely Government-supported administratively and financially, and hence these NGOs can be seen more as quasi-Government institutions than as independent NGOs. The need for independent NGOs definitely exists and there is a possibility of using traditional institutions for this purpose, but a conducive political environment and legal provisions will have to be initiated by the Government before such NGOs can emerge and this does not appear to be happening.

NGOs in the Region - A Generalisation

Despite the specific experiences of each country certain trends did emerge which are perhaps worth noting particularly as they reflect on the main themes of the Consultation. To begin with, although there are countless non-government organisations, only a fraction of these work towards empowering the rural poor and even those that do focus on this aspect, tend to be micro-organisations dealing with local issues. Thus fragmentation and isolation are key problems. And yet the need for such NGOs is immense given the fact that it was agreed that the poor do not have a future in these countries if they are left to face the future alone. NGOs working for the empowerment of the poor must consolidate their efforts, they must support each other and they must expand if they are not themselves to be marginalised and sooner or later controlled and/or suppressed. The Governments in each of the countries in the region are working towards co-optation or control of NGO activities and the NGOs must use what time and space they have at the moment to come together not only to fight to reverse this trend but to reverse the very process that 'development' is taking at the moment. But given the problems, the limitations and the constraints of the NGOs how exactly do they do this? These and other considerations were discussed in some detail in the workshops.

Organisations of the Rural Poor (ORPS)

Although the overall discussion in the Consultation emphasised the need for organisations of the rural poor to help empower the rural poor to struggle on their own behalf, there was also an underlying despair that so far such NGOs are failing to do this. This despair came through not only in the presentation but also from the discussions in the workshop focussing on this issue; and while it may have dampened the proceedings somewhat, it helped to raise fundamental questions about the nature and role of organisations of the rural poor.

ORPS - The Experiences So Far

The experiences of the ORPs so far is that essentially they have been

also doing a form of 'charity' work despite their claims to the contrary in that they have focused on the consequences of poverty and not on the causes of it. Their operations thus have at best been salvage or welfare operations which try and get some gains from the very system that creates the problems. Their solutions are therefore short term and in many cases the very solutions that the Governments also attempt. Thus the ORPs end up not only doing the Government's job in the immediate sense but also help perpetuate the system by linking the rural poor into the system itself. The target group approach, generally used by ORPs, often takes the form of economistic measures and not the empowerment of the rural poor, nor, and more importantly, not changes in the overall socio-economic and political structure.

On the Question of Organising the Rural Poor and the Inherent Contradictions of Organising within the System

This question was raised in the workshop and brought up for discussion in the plenary. Essentially the question raised was whether the poor should be organised at all within the present system because this could have two opposite results: radical or conservative. If rural poverty can be alleviated to a certain degree within the present system, class contradictions could get softened and this in turn may strengthen the dominant class. This in fact is the rationale behind the antagonism by the traditional left to 'economistic' measures. On the other hand raising levels of consciousness of the organised rural poor may and can go in a radical direction which in turn can contribute towards a radical social transformation. The arguments against depending too much on ORPs were that while it is possible to alleviate poverty in small pockets of the poor as a result of NGO action, this cannot change the character of the state and of the dominant classes and that if these remain in power it is not possible to bring about a social transformation. Others, however, argued that even small pockets of radical change could help push for overall radical transformation, particularly if the pockets increased and also if they made for a concerted action against the state. By and large there was concensus of the second view, that is, that despite the failures in the past, ORPs could perhaps make some contribution in changing the system **if** that is, they were able to change themselves first.

Changing Themselves - Some Possibilities

Organisations of the rural poor, while they must operate within the issues defined by the people themselves must also focus on the larger issues. In most cases these are the ownership and control of the natural resources and their struggles must eventually encompass these primary demands. Also every effort must be made to link up with other NGOs even though this may be difficult given the fact that the strategies and techniques to organise the poor are so diversified that there is almost no scope to replicate experiences. Still a linking up is essential and not only at the NGO level. Linkages have also to be established with other groups within the countries, the region and the global level including with political parties, trade unions, and other political and professional groups. In fact people's organisations need to be formed at all levels, and organisations of

sympathisers and supporters, not only for political and financial support but also often to have access to a range of resources needed by the NGOs such as professional and scientific knowledge.

In the collective self analysis undertaken by the group discussing organisations of the rural poor, the group felt an inadequacy in their own efforts at achieving much of the above and felt that even among them a sharing and a solidarity was lacking. There was little inter-NGO consultation and no readiness for any broad-based consolidation or action. Some from even within the same countries were talking to each other for the first time during this Consultation, and yet they did feel the need to come together to define a common goal and a common strategy. In fact in the process of these discussions some felt that solidarity on issues was a distinct possibility and that an attempt should be made towards it.

Resource Mobilisations

All NGO work depends on resources, the main perhaps being committed workers and supporters. But the need for funding is often crucial. The issue of financial resource mobilisation was therefore discussed as a separate and specific issue by one of the groups in which several of the donor NGOs participated.

On the Question of Self Reliance

The group started with a discussion on the issue of local NGOs utilising local and foreign resources and becoming self reliant. The pattern that emerged from these discussions was that South Asian NGOs often started with outside funding and often from foreign NGO agencies although there were usually strong attempts to make village level activities self reliant. Parallel to this was the realisation and acceptance that the central costs (co-ordinating and training staff, transport, overheads etc.) could not easily become self reliant unless attempts were made within the countries and within the local NGOs to raise their own funds. Such efforts could involve public fund raising; running commercial operations allied to their enterprises or those unconnected to local NGO expertise. However, given the constraints and problems of local NGOs it was recognised that South Asian NGOs were putting themselves at some risk in doing this because of a) scarce managerial time; b) because NGO personnel were often not competent business people, and c) they then often ran the risk of themselves becoming exploiters of the labour they employed. Thus NGOs would still need to rely on funds from foreign donor NGOs.

The Dissatisfaction with the Relationship Between South Asian NGOs and Donor NGOs

Despite the need for foreign NGO funds there is a growing dissatisfaction with the present relationship between South Asian NGOs and donor NGOs. South Asian NGOs complained that a huge amount of time and effort was lost in bureaucratic machinations for processing applications; that South Asian NGOs often had to fit donor NGO structures of time and category; that funding continuity was often upset by political and economic changes in donor countries;

that donor NGOs often insisted on self reliance within time frames that were often unrealistic; and that South Asian NGOs resented the patronising attitude of donor NGOs, while donor NGOs complained of the 'beggar' mentality of Asian NGOs.

On the Need for a More Equal Relationship

The group felt that the relationship between recipient and donor NGOs could only function smoothly on the basis of a partnership. This concept was further defined by the South Asian NGOs by them insisting that donor NGOs should provide their commitment to the empowerment of the poor by their own work in development education and campaigns in their own countries; that donor NGOs should be prepared to support the work of conscientising the poor and to help with the research necessary for this. They should also be prepared to engage in sectoral programmes such as taking an ecological perspective in agricultural and technological work, and most of all to be cognisant of indigenous knowledge and skills.

Other Issues Relating to Recipient and Donor NGOs

Essentially the South Asian NGOs were sensitive to the question of dependency on donor NGOs. The two ways suggested as to how this could be minimised are discussed above, that is, self reliance and the concept of a partnership. The discussion, however, also brought up other issues worth mentioning some of which have a bearing on the two main issues:

> On the question of dependency it was admitted that anything involving money will create a certain amount of dependency. Those for whom this is a problem may be able to explain it away by insisting that it is, in fact, reparation for previous exploitation, or an exchange in payment for the learning and experience acquired by the donor agency.
>
> Another philosophical point that was brought up was that the aim ought to be mutual inter-dependence in the world order, and that striving for independence was a capitalist and excessively individualistic position.
>
> At the same time the point was also stressed that South Asian NGOs must always be prepared to do without outside funds, that is, the basic work must go on. It was likely that, if the project was successful, donor agencies, whether wanted or not, would come after successful projects.
>
> That the South Asian NGOs have a responsibility to try and reform donor NGOs with onerous or misguided policies. They must be morally strong to refuse funds from organisations whose philosophy and style is unsympathetic to the work that they do. This point is particularly important since few donor NGOs are essentially sympathetic to the long term interests of the rural poor. The presentation on donor NGOs

given earlier in the Consultation made clear that donor NGOs are fairly ineffective in their own countries to challenge the policies of their own Governments which in turn are responsible for the policies of the Governments of South Asia. It was suggested that the solutions to rural poverty would have to have a global approach especially since poverty in the third world is caused and perpetuated by capitalist ideology and the arms of this ideology, the multinational corporations, Free Trade Zones, defence spending etc. For this global approach worldwide development education, cross-country campaigns and joint political pressures are essential.

For this global approach to be successful and even for a better relationship between recipient and donor NGOs, the donor NGOs suggested that South Asian NGOs should be clear as to whether they want to accept funds from rich country governments. Also they need to be clear as to the methods and ways which can be used to publicise the work of South Asian NGOs for the purposes of raising funds and support for them. There must be agreement in other words on the information used and clarity on whether South Asian NGOs are prepared to accept the demands for information that a partnership relationship will require. This may be in the form of reports, photos or even unpleasant television crews.

On both sides it was agreed that simplicity and austerity were virtues for both donor and recipient NGOs.

On the Question of Government Funds

The group stated that Government money should be used by NGOs because otherwise it was unlikely that the amounts available without this money will reach the poorest of the poor. It was stressed that Government money was the people's money, and in any case money borrowed from the Government (as in credit schemes) will finally be repaid by the people. While stating this the group realised that there were many problems in using Government money, but that these could be overcome. Some of the problems and ways to overcome them were:

Make sure that the money offered is for a project which is in line with the NGO philosophy.

Try to get maximum flexibility in the face of obstructive accounting procedures.

Try to get flexibility from an onerous top-down target type approach.

Use the project co-operating with Government as a means to persuade the Government that NGO

initiatives and ways of working are worth supporting.

The Need for Consolidation and Solidarity Among NGOs

Despite the negativism expressed by the working group on past experiences of consolidation and solidarity, the working group on this issue and the Consultation as a whole, agreed that consolidation and solidarity were necessary. This is particularly true if the diagnosis of the present situation is that there is an all out war against the poor by the dominant power structure. It is necessary therefore that those who want to challenge this war must prepare themselves for it, despite the setbacks they may have experienced. This means changing and strengthening themselves internally but it also means linking up at the local, national and international levels.

The Past Experience

As already mentioned the past record of NGO efforts to move towards consolidation and strong alliances has not been encouraging for even when they have been able to work together in emergency situations such alliances have only been temporary. NGOs have had the tendency to work in isolation, to do their own thing, to set up their little kingdoms sometimes to the point of actually demarcating areas and people as their own 'territory' or 'target' group. Furthermore, instead of a coming together the tendency has also been to split into smaller groups often with the encouragement and support of donor organisations. All this has meant that NGO efforts have remained fragmented and have not added up to becoming any kind of a challenge to the system itself.

The causes for this lack of solidarity have unfortunately been the result often of personality problems and mistrust, of competitiveness for scarce resources, the availability of large amounts of donor funds, the divisive policies of some donor organisations, differences in approach, programme and strategies and sometimes, although fortunately not often, ideological differences. But many of these 'problems' it seems stem from the fact that NGOs working with the poor have so far been working largely in terms of the delivery of services, in starting income generating activities etc. and not in terms of a radical movement to attack the root causes of poverty. For such a movement a framework or an ideology is a must and on this at least (however vaguely it may be defined or expressed at the moment) there seems to be little disagreement among the NGOs working for the empowerment of the rural poor. Focusing on this ideology and strengthening it could well provide the framework for consolidating NGO action. At the same time it is necessary for progressive NGOs to critically evaluate their own efforts so far, individually and collectively, and to sort out or even shelve what differences they may have had. The infighting, the competition with each other, the undermining of each others efforts, and the present disarray of the NGOs must be curtailed for it is in these that the weakness of the NGO movement lies and not on its lack of size or importance. Thus introspection and self analysis, common ideologies and common actions are the keys to the NGO movement and for this several levels of alliances are essential.

Alliances at What Levels? Within NGOs

Now that there are an increasing number of NGOs which recognise the need to organise the rural poor as a prerequisite to tilting the balance of power and resources in favour of the poor, it is necessary that such NGOs make a serious attempt at forming alliances with those working for the same cause. In some countries in the region some such attempts are being made but these need to be consciously and carefully intensified.

Alliances are also necessary between NGOs using different 'entry points' or those developing an expertise in specific areas like education, health and nutrition, legal aid, credit, environment, research, communication etc. assuming, of course, that the ultimate aim of these NGOs is also to empower the rural poor. These special programmes in fact need to be used as a means to improve the resource base of the poor and to politicise them, for in isolation these programmes have a tendency to only end up as delivering services and inputs and in that tend to strengthen the status quo and further weaken the poor. For example, if a programme to make credit available to the rural poor does not challenge the existing exploitative relationships, it is not goig to benefit the poor in the long run. Such programmes therefore need to work in close collaboration with NGOs who are concentrating on organising the poor. Thus NGOs working in different areas and different levels need to form alliances with each other assuming of course that they are working for a common cause.

The Need for Alliances with Other Sectors

The present systems of education, research, media and communication, the judiciary, technology and science etc. are all controlled by and serve the dominant classes. These forces can only be opposed by a movement which attempts to organise and empower the poor, a movement that links up with and uses these very instruments of oppression. Thus alliances are necessary not only between like-minded NGOs but also between these and progressive journalists, researchers, communication experts, scientists, professionals such as doctors, lawyers, architects, engineers etc. and again at multiple levels. Participatory and action oriented research done in close collaboration by activists and researchers is necessary and help both action and theory. There are already some very encouraging examples of such collaboration in the Region for example between feminist researchers and women activists, between researchers and the fish workers movement in India, between scientists and NGOs working on environmental issues, and between doctors, engineers, architects and NGOs. Such collaboration needs to be systematically improved.

Collaboration needs to be improved also between NGOs and groups working on alternative media and communication. With the help of communication experts, NGOs need to establish alternative networks of information, develop alternative communication programmes, document NGO efforts in the Region and disseminate this information as widely as possible. Since there are few groups in the Region in development communication those that do exist must make their

services available to NGOs in the neighbouring countries.

The Need for Regional and International Alliances

In addition to having alliances and solidarity among like-minded forces within each country there is a need also for alliances at regional and international levels. Regional alliances in South Asia are particularly important because the Governments of these countries often use the threat of border clashes and inter-regional wars to justify vast defence expenditures which not only divert vast funds from development, but also divert the attention of the people from the real issues of poverty and injustice to false feelings of patriotism. Alliances between progressive forces in the region could expose such moves.

In addition to this the countries in this region share a common history and have similar socio, economic, cultural and political structures. They also share a common terrain and natural resources such as the environment, the mountains, rivers etc. Thus any change in one affects the others, particularly changes in the environment. For instance, if forests are destroyed in one country the effect of this will be felt by the neighbouring country as well. The progressive forces in the region must therefore often fight their struggles in concert with each other. They must share their knowledge and their expertise and have common cause against what are common forces working against them.

Similarly because the policies and operations of the developed countries have a direct bearing on the developments in the South Asian Region it is necessary to have linkages and solidarity with NGOs and other progressive forces in the developed countries. Some examples exist of such collaboration on issues like food aid to Bangladesh; the role of drug multinationals in Bangladesh; baby food; operations of multinationals encouraging indiscriminate use of pesticides and fertilisers etc. In such cases the initiative for identifying issues and starting international campaigns around them should come from NGOs in South Asia who should then invite NGOs from the developed world to support the issues by lobbying and campaigning for them in their own countries. Support from donor NGOs cannot be only in the form of financial assistance, they must also focus on the policies that help perpetuate the poverty in South Asia, policies that are invariably instigated and supported by their own Governments and their own people.

Specific recommendations on possibilities of consolidation and solidarity were given by the group working on this issue. These are given in section 8 which deals specifically with the recommendations of the Consultation.

Five Major Issues

Throughout the discussions there were several issues that continuously came up. Five of these were of such importance that it is perhaps necessary to highlight them by presenting them separately even though they may have been discussed previously in this report.

Ownership and Control of Natural Resources

Repeatedly the participants brought up the fact that NGOs have so far only worked towards 'helping' the poor to marginally take advantage of some of the opportunities available to them. They have not focused attention on basic changes in society. For the rural poor the most basic of these is the ownership and control of natural resources. In other words long term solutions like the issue of land, resources and asset reform is a prerequisite to alleviating rural poverty and NGOs must therefore help organise and empower the poor to demand these.

In general there was agreement that given the present nature of development the poor do not have a future in South Asia unless the very process of the development is reversed. The result of the present process of development has damaged the resource base of the poor and by simply linking the poor into the system NGOs are making the poor dependent on the very system that exploits them. The system therefore itself needs to be changed, and the participants generally agreed that, as a group, they recognised the right of the poor to the primary resource base; that they recognised the need for NGOs to work to help the poor re-acquire the ownership by both men and women of the primary resource base; that they recognised the need to work to diminish the erosion of this resource base and they agreed that NGOs must work for essential changes in the power structure; that is that NGOs must work for social transformation and not merely to keep the poor at marginal levels of existence.

The Issue of Women

The situation of poor rural women received particular attention not, as it was argued in the presentation on women, because women's issues are separate but because the experiences of women are different and their methods of dealing with these are different. Women are often the first to get marginalised by development and they are usually the last for whom alternative occupations/employment are generated. In many cases women have suffered more than men as a result of development policies. The introduction of agricultural machinery, changes in cropping patterns and the destruction of the environment has had the effect of increasing the work load of those women still involved in the production process or they have entirely removed women from the process itself. In both cases the impact on women has been negative. This is particularly true of changes in the cropping patterns and the use of green revolution technology and especially in the case of environmental destruction. The destruction of biomass sources for instance has meant that women have less and less access to household needs such as fuel, fodder and water (which in the culturally accepted division of labour women are responsible for). Women therefore have to travel increasing distances to obtain these. When one adds to this the time that they must spend on household work, agricultural work and the care of animals, the destruction of the environment has been particularly anti-women.

Few government policies and schemes recognise this or cater to women as possible 'beneficiaries' and sadly most NGOs also have a male bias especially when issues like the ownership and access of land and other resources are concerned. And yet women can be more open to collective or group action because of their need to collectively protect themselves and also due to their binding role within the family structure. Several examples exist of women 'saving' themselves and their communities from development, as when women resisted a limestone quarry in Almoda, or when they resisted resettlement in Assam, or in the Chipko Movement where women played a major role in preventing deforestation.

The women's movement itself provides many an insight into how people can collaborate and struggle collectively on issues. Whether these experiences are used or not for the NGO movement, NGOs must continuously keep in focus the experiences, needs, demands and aspirations of women without, however, attempting to take over or submerge the women's movement itself. The role of women in alternative development is crucial because without the women there can be no alternative just as without them there can be no development, but women must themselves decide what this role will be.

The Environment Issue

The issue of environmental destruction and the role that this plays in increasing the levels of poverty received particular attention by the group. For the rural poor the environment is literally the entity on which they exist but since it is also the entity on which all development depends, it has been increasingly depeleted by the dominant classes for their own purposes. This depletion and destruction in actuality has meant deforestation; it has meant floods and landslides; soil erosion; fuel, fodder and food shortages, and the resettlements of whole communities; all of which have negatively affected the poor (especially the women) and compounded the poverty situation.

The group therefore agreed that all development must consider the question of environmental destruction and NGOs must therefore always look at the long term effects of development policies. Environmental protection in itself, however, is not the issue. The concern must be for how the environment is used and for whom, and these decisions must be made by those dependent on the environment, that is, in most cases the rural poor.

Possibilities of an Alternative Form of Development and NGO Strategy

As already discussed the group agreed that there is a direct relationship between poverty and the present nature of development. An alternative, therefore was needed. At the same time it was agreed that the NGOs had not yet defined for themselves what this alternative could be or what they should be working towards. One of the groups therefore prepared a tentative and somewhat futuristic idea to be used as a point of departure on future collaborative discussions on this issue.

Given the critique of development and the discussions in plenary the group working on this issue suggested in general that the poor must

have ownership of the primary productive resources (land, water, forests etc.). In other words the poor must meet their basic needs but these needs must be defined and provided by the poor themselves. This ownership must also be on an individual basis, that is that women must also be owners. Models for this do exist in pockets and these could be replicated. Also indigenous institutions, many of which are still alive, can be used for this alternative development. The basic assumption behind this alternative is that people, in this case the poor, **can** function on their own and that essentially human beings **can** change. NGOs can play a role in the transition stage by helping to facilitate this change but they cannot and must not allow themselves to become the 'alternative' power structure.

Specificities of the Alternative Development

More specifically the group suggested that agrarian reform was an essential pre-requisite for this alternative but the reform need not be uniform. In fact for it to be really people based it would need to be diversified and related to the specific needs of different communities, and based on the eco systems, in other words the approach must be holistic. Agrarian reform was defined as not only land reform but also included reforms in the access and control of water, irrigation, pastures, forests etc. Similarly, the technological choice of such 'agricultural development' must be based on the needs of the people and in accordance with the eco system.

A question raised at this point was whether such a system could produce the surplus food needed for the urban sectors and also given the existing levels of cash requirements, whether the rural poor could do without cash. In reply to this it was argued that the alternative system did not envisage a cashless society. Surpluses would be produced to feed the urban sector and to generate cash but that unlike the present system, this surplus would be produced by the poor, and that the surplus would be determined by the poor. In other words the producers of food must be fed first, the rest would feed the urban sector but that no food would be produced for export. Development based on the eco system would also curtail rampant urbanisation, on the one hand because this type of development has tremendous employment potential in agriculture, but also because it could lead to the rebirth of cottage industry which would give further opportunities for employment in the rural areas.

Similarly industrial development would be geared to local needs and to the needs of the majority and not to the elite or to the world capitalist system. This is not to suggest that there would be no further development of industry, only that the commodities produced would cater to the needs of a larger number of people. An example of this was that although steel would continue to be produced it would be used say for bicycles rather than for cars or other luxury and wasteful items.

Such a society however would not be 'simplistic' and nor was it an attempt to revert to some idealistic past. On the contrary, such a system would require very advanced levels of science and technology. In fact the knowledge component is the most important component for

this alternative, except that the concept of knowledge itself will need to be changed. It will have to be 'advanced' and highly sophisticated and yet must be based on indigenous knowledge and easily understood and handled by all those to whom it will relate. In other words 'advanced' knowledge will have to reach out and work with indigenous knowledge creating a new concept of 'knowledge' that is not exclusive or elitist.

Such a decentralised society would be held together by a state that is not an owner, a producer or a provider. The state would merely co-ordinate or link up the different sectors; provide communication and infrastructural facilities; and conduct the research and experiments etc. needed by the people. This type of state would not govern the people but could arbitrate if necessary should conflicts and tensions within regions arise. It would not therefore need to retain an army for local control because 'control' would then be in the hands of the people themselves and this in itself would release considerable funds for the development of an alternative based on the eco-system.

NGO Strategy

In order to move towards this alternative the group suggested that NGOs should keep in mind and work towards the following:

NGOs should not cause regional imbalances either by going into areas where work is already being done or by concentrating too many resources in one area.

NGO plans, programmes and strategies must be taken up, not just on the needs of the poor, but **by** the people themselves.

That programmes should not only be relief/concern/actions but that the models/experiments must have a larger influence and must influence policy. Advocacy by NGOs is essential because a few 'good' NGOs cannot change the system unless they change other forces in the process.

NGOs **must** concentrate on the question of ecology especially since no other groups (trade unions, political parties, peasant unions etc.) are so far giving importance to this question.

The role of the NGOs lies not only in experimenting and creating models of alternative development but also in action and resistance. At the same time their role must be to provide information, to communicate issues, to change public opinion, to build up support and as said earlier to influence policy.

Lastly and most importantly NGO demands must be clear. Those working with the rural poor must therefore pressure for the ownership and control of the primary productive resources by the rural

poor/community (including women). Where ownership is not possible such as in the cases of the sea or the rivers, the demand for access and control by the poor is a must.

The Importance of a Regional Focus: Sharing One Earth

Regardless of the political divisions, the sub-continent of South Asia is unique in its historical, cultural and geographical oneness. It is in fact so interconnected and so interlinked that it is almost inconceivable that change can occur in one country without the change affecting the countries in the region. This is true at the political level but even more valid when we consider ecological or environmental changes. Thus if alternative development is to be based on the eco system this development will have to occur at the sub-continental level. As such progressive forces in all the South Asian countries must come together the basis of this togetherness is the eco system itself. The people of the sub-continent share one earth, an earth that must be inherited by the poor of all the countries regardless of the political boundaries.

Recommendations

Developing links and solidarity at different levels and between different sectors has to be carefully planned and is a slow process. It has to start with getting to know each other better through visits to each others' areas, participation of field workers in joint training programmes, participation in workshops etc. Such inter-action is most crucial at the community level between the workers of different NGOs for it is only through such interaction that a meaningful understanding about each others' work, and enough trust to work together, can emerge. Gradually alliances can be made on specific issues. As the working relationship between NGOs improves they can move towards taking up joint programmes. The process of developing solidarity must be slow and carefully planned because in the past NGOs have tried to forge solidarity in a hurry. This has led to setbacks to the movement and to a cynicism about consolidation and solidarity.

The group working on the issue of consolidation and solidarity among NGOs suggested that instead of making general recommendations on this issue the consultation should decide to identify issues around which the participating NGOs should try and work together. It was suggested that because of the consensus which had emerged on the close relationship of poverty, and the destruction of the environment, the NGOs should start a campaign to challenge the rapid and continuous erosion of the primary and productive resource base of the poor (land, water, forests) and to struggle to restore the ownership and control of these resources by the poor.

After some discussion the suggestion made by the group was accepted by the plenary. It was further suggested within the framework of this broad issue that NGOs could identify narrower and short term issues according to the local and immediate situation to start joint campaigns. On issues which have regional and international implications solidarity campaigns at these levels could also be started. Either competent national NGOs or existing regional NGOs like ACFOD could be asked to coordinate these campaigns.

The following could be the main components of a campaign on such issues:

participatory and action oriented research to gather information and to develop a critique of the negative developments taking place

dissemination of this information and the NGO perspective to initiate debates and mobilise public opinion

action programmes at different levels to raise the consciousness of the people and to help them get organised to challenge harmful policies and programmes

action to experiment with programmes and strategies for development. For example, if depletion of forest resources is an issue then community forestry programmes could be initiated by NGOs. These alternatives have however to be carefully planned and constantly monitored to ensure that they are empowering the poor and not getting them coopted into the existing system.

The Consultation also suggested that the following programmes be taken up or continued at the South Asian level:

sharing of information and audio-visual materials on major development issues and people's organisations and movements in the Region

organisation of Regional training programmes in development communication. It was decided that FFHC/AD in collaboration with CENDIT will initiate action on these two points immediately

continuation of Regional training programmes and exchange visits being organised by FFHC/AD and ACFOD

identification of common actions by similar groups/NGOs in the different countries.

BEWARE OF THE GONGO - REGULATING NGOs IN INDIA - NEW MOVES

Rajesh Tandon

In the past two years there has been a sudden interest in the voluntary agencies in the country. On several occasions, Ministers in the Central Cabinet and senior Central Government officials have praised the work of voluntary organisations in different fields. Several meetings have been conducted at the initiatives of Planning Commission, Ministries of Health and Family Welfare, Rural Development, Education, Welfare, Women, and People's Action for Development India and Council for Advancement of Rural Technology (PADI/CART), two semi-autonomous government funding agencies now merged into one. There is a move to involve voluntary agencies in several programmes of the Central and State Governments, including the 20-point programme of the Government of India. Greater resources are being made available to voluntary agencies from a variety of programmes, ministries and departments.

This trend clearly represents a greater recognition of the work of voluntary agencies over the past 15 years or so (essentially since the early 1970's). It is an indication of the appreciation that the voluntary agencies have now received for their innovative, creative and tireless work in the several sectors of the country's development. It is also a tribute to the commitment, zeal and tenacity of thousands of young women and men who have been working with the poor and deprived sections of our society. In some ways, this recognition is welcome and long overdue. In many ways, the limited and localised success of voluntary agencies has raised its own anti-thesis. There are now certain moves to regulate and control the work and direction of voluntary agencies in the country. These are dangerous moves, and we need to understand them.

NGO Contribution

Let us first look at the real contribution of voluntary agencies. In fact, I prefer to use the term non-governmental organisations (NGOs) instead of 'volags'. The contribution of the NGOs in the past fifteen years in the country has been essentially threefold. Firstly, NGOs have brought certain critical developmental issues and concerns into open public debate and to the attention of the policy makers. These are the issues of environment, degradation and pollution, deforestation, women's consensus, land alienation, undesirable consequences of certain developmental models like dams, need for a rational drug policy, control over technology, wasteland creation, slum-development, inadequacies of legislation etc. etc. Today, NGOs provide the main forum for study, documentation, debate and exchange of views and experiences on scores of similar developmental and social concerns in the society.

Secondly, NGOs have experimented with several solutions and models to solve major developmental and social problems facing the society. The models of adult education, literacy, primary health care, design of hand pumps, toilets, irrigation systems, biogas, and other

appropriate tools and implements, cooperative land development, alternative employment and income projects, ecologically balanced wasteland development, etc. etc. have been developed on the basis of micro experiments carried on by the NGOs throughout the country. Social insights, principles that work, practices that make a difference - these have been evolved in planning, training, implementing, monitoring and evaluation of a whole series of developmental activities. In fact, much of the learning thus generated by the NGO's experimentations have formed the basis for governmental policies and programmes in education, literacy, primary health care, rural development, renewable energy, environment, improvement, wasteland development and so on.

Thirdly, NGOs have been able to highlight the plight, concerns and issues of a wide section of exploited people in the society who are otherwise powerless and invisible. These are the tribals, the landless labourers, the women workers in the informal sectors of the economy. Most NGOs have been working only among such sections of the people, and through their educational and organisational work with and among them, the concerns of these marginalised and exploited sections of our society have become visible to the public in general, and planners and decision-makers in particular.

Viewed in this wholistic way, NGOs represent a third force - a third sector - beyond the government and business. The NGOs in India represent an independent, autonomous and vibrant sector which can work on social and developmental problems of the country with a degree of freedom that the government institutions do not have, and a sense of commitment and concern that the profit-seeking business sector does not much care for. It is the unique positioning of this sector that has made it possible for it to play its three-fold role mentioned above. Its ability to commit itself to problems and concerns and sections of people not otherwise visible to others, and its relative freedom and autonomy to raise them, highlight and debate them, even if they are sensitive to the powerful and the ruling elites, provide the twin bases of strength to this sector as well being the raison d'etre of their valuable contribution.

This is not to imply that everything is rosy and fine with all the NGOs in the country. It is also not to imply that NGOs are not facing any problems. They are as much a part of the forces operating within the society as any other institution, organisation or person. NGOs also face problems that beset organisations in the other two sectors. But they still possess, as a sector, the necessary flexibility, autonomy, concern and commitment hitherto not much present in the other two sectors.

Narrow Definitions

It is in this context that we need to understand the recent moves to regulate and control this sector - the NGOs. The first move to regulate the NGOs is to provide a narrow definition of who they are. The most visible effort to narrowly define NGOs, and therefore their contributions and their value, appears in the Seventh Five Year Plan (1985-90) of the Planning Commission. In Chapter 2, entitled "Rural Development and Poverty Alleviation Programmes", there is a two and

a half page section (sections 2.114-2.123) entitled 'Involvement of Voluntary Agencies'. After the initial 'good words', the criteria for defining voluntary agencies to be involved in rural development programmes of the government include that "it should be based in a rural area". Then eighteen programmes ("anti-poverty and minimum needs programmes") are listed in Section 2.121 in which voluntary agencies can be involved.

In terms of definition of voluntary agencies and their role, several questions appear from a close analysis of the above sections of the Plan. Is the meaning of poverty exclusively rural? Do poverty-alleviation programmes concern the urban poor (slum-dwellers, pavement-dwellers, informal sector workers etc.) or not? According to some estimates, urban poor will be worse-off than rural poor in India at the dawn of the twenty first century. How can the definition of poverty exclude the urban poor? The zeal with which this section has been 'ruralised' is patently visible in the title of programme number sixteen: "Rural Housing: Improvement of **Rural Slums**" (a new concept indeed!).

Given this definition of voluntary agencies, the NGOs working with the migrants, the urban poor, women pavement-dwellers perhaps do not even exist? And if NGOs are not based in a rural area, they seem to have no role whatsoever to play in 'poverty alleviation'. Besides, NGOs like the Centre for Science and Environment, Voluntary Health Association of India, Medico Friend Circle, SEARCH, Saheli Women's Centre (Bombay), and a host of other NGOs focusing on research, training, documentation, workshops, exchange of experiences etc. have no role, perhaps no worthwhile existence. Why this effort to narrowly define NGOs and their contribution? Why this move to link NGOs to Government's programme implementation? Is it merely a conceptual confusion or also a 'regulatory' move?

National Council

Another more curious move appears in the form of a 'Proposal for Establishing a Council of Rural Voluntary Agencies'. The document containing this proposal outlines in great detail the rationale for this proposal, the Procedures for Laying Down Code of Conduct/Ethics and lists, PADI, CART and Consultant - Planning Commission (A senior representative of voluntary agencies was appointed an Honorary Consultant two years ago) as places where replies should be sent. The publisher and date of publication is not mentioned, though the document has been printed in March 1986. The document recommends setting up of a National Council of Voluntary Agencies, through an Act of Parliament. According to this document, a thirteen person committee was set up by PADI in mid 1985 to examine the need for such a body, and one of its two purposes is listed as "to see that they (NGOs) observe a code of conduct based on accountability to members and beneficiaries, observance of financial discipline and promotion of social interests".

It is important that this document is widely distributed, read and discussed. This is so because the entire document makes very interesting reading. It also gives clues about the thinking of

persons on this committee, and the manner in which the entire issue has been discussed so far.

Several important issues arising from this proposal need an open debate in the country. Most importantly, it is crucial that only thirteen persons, selected on some unknown basis, do not represent the views and opinions of thousands of NGOs in India. The process of deliberation and thinking on this proposal should be made an open one, involving a larger and wider cross-section of NGOs - something that NGOs stand for and pride themselves on - openness and involvement. Several recent meetings convened to discuss this proposal have demonstrated a popular rejection of the idea of a Code of Conduct for NGOs legislated by the State. A meeting of experts from NGOs held at PADI/CART in early April also threw up widespread disaffection of this idea.

The important issue at stake is: why should the state legislate on the NGOs? Why should the state, representing one sector, try to regular the work and activities of NGOs, the third sector? Will this not 'kill' the very basis of NGO philosophy - freedom and autonomy? Will the National Council not control the critique and questioning of the state's policies and programmes? Will this not become an instrument for ensuring that NGOs 'toe the line'?

It is perhaps reasonable to think in terms of a national structure or network of NGOs to create a forum of NGOs, to provide for self-regulation and to strengthen the third sector. But such a forum should be created by NGOs themselves, should be voluntary, and not regulatory. If such a forum does represent the concerns of NGOs they will themselves support it, as is presently happening through several informal networks.

State Control

But why should NGOs surrender themselves to the regulation and control of a National Council? Is this not against the very principle of voluntarism? Is it not against the very spirit of persons working in these NGOs? The proposed National Council will become a GONGO - government sponsored NGO - controlling other NGOs!

The entire proposal in its tone, language and deliberation is essentially concerned with 'regulation of NGOs'. It is argued in the proposal that existing laws are not enough to ensure the honesty, discipline and accountability of NGOs. A plethora of existing laws and procedures prevalent in the country apply to NGOs. Each NGO has to get its annual accounts audited, file an income tax return, audit each grant received from the Government Department agencies, and file bi-annual returns to the Ministry of Home Affairs if they receive any foreign contribution. In fact, their common complaint is that too many laws apply already. Why additional legislation then? Why more controls?

The investigative and judicial powers proposed to be vested in the State Councils and the National Council provide clear indications that this body will be a 'watchdog' body - it will investigate the functioning of NGOs, without complaint, and even of these NGOs who

are not its members. Such a regulatory authority vested in a body created by the state can only imply enhanced control of, and restriction on, NGOs and their staff.

Moralism

The self-righteous tone of the deliberations of the committee shows up all over the place. The application form asks for income of the functionary (like a bank granting a loan) and there is a proposal to limit earning of NGO staff to Rs.18,000/- per annum. Why this limit? What are the implications of such a suggestion? Will it not force professionally trained people to shy away from joining NGOs? Will this not act as a deterrant to those young women and men who do not come from rich families (as social welfare twenty years ago was the prerogative of rich women and men who could afford to do social welfare work without income)?

The proposed Code of Conduct appears like a series of moral exhortations. The underlying assumption that the members of this committee seem to exhibit is that NGOs are going hither and thither, that NGO staff are cheating, leading a high life and are undisciplined; hence there should be a series of moral codes that NGOs should strictly follow, and the National Council will police them to ensure adherence and to punish violations. Will this moralistic, self-righteous view of NGOs help protect them, or to control them? Why should these codes be legislated upon by the state? Why should these moralistic codes be applicable to NGOs only? Why should we insist on NGOs being 'holier than thou'?

Indeed, these are critical moves. The proposals for setting up a National Council, ensuring adherence to a specially legislated code of conduct, and giving the state the exclusive power to define what is legitimate or not so legitimate NGO work in the country are fraught with serious implications for the future of NGOs. It is of crucial importance that NGOs across the country openly debate these proposals and take concerted efforts to counter such moves.

WIDENING THE NGO PERSPECTIVE

A New Climate and a Broader Role for Philippine NGOs*

Tony Quizon

In the wake of a successful people's revolution, Philippine NGOs are busily setting their sights on the enormous tasks that lie ahead. For while 'people's power' has ousted a 14-year corrupt and plundering dictatorship, a more difficult but real people's revolution has just begun.

How to revive a bankrupt economy; restore people's faith in government; renew inner pride and self-reliance among a people subjected to long years of submission, patronage and dependence; promote politicalization and responsibility among a newly-awakened citizenry; uplift and improve the situation of the majority who are poor - these are but some of the challenges that face the Filipino nation today.

Yet, Philippine NGOs, like the rest of the nation, seem to have been caught ill-prepared by the recent twist of events. Like a bird long-caged and finally set free, NGOs found their wings clipped and themselves bewildered by the broad expanse of democratic space afforded by the new political order. Contented as they were in the past to work in the sidelines with their micro-community concerns and processes, NGOs were overwhelmed as they found themselves suddenly thrust into the mainstream of national socio-political realities.

Could they (NGOs) overcome their fragmented selves and work together for broader social programmes and thus make their impact felt on a wider societal scale? Could NGOs agree on a common thrust for action? Could they articulate/propose policies to government for more radical social reform? What new challenges/opportunities do they face? What new role could they play?

With the government still in the precarious process of consolidating power, given the temporary absence of well-defined national priorities, and while NGOs still had open access to the corridors of government power - it was clear that NGOs had to move fast, or else bear the brunt of inaction later, when all forces shall have stabilized. Hence, hurried meetings on the above and other questions have been held over the past weeks among different NGOs/networks of varying persuasions. Summarized below are snatches of their common reflections and perceptions:

* Cendhrra Development Memo, April 1986

On the February revolution:

"The revolution has spawned the emergence of a new consciousness among ordinary citizens called 'people power' - through such dramatic display of force never before seen in our country's history. The February people power revolution has indeed restored our lost national pride as a people.....Today there is hope.

"We have installed a new national leadership committed to democracy, pluralism and protection of people's civil liberties....Today there is wider political space through which NGOs, people's organisations, and groups of every kind can now freely and actively pursue their goals and programmes.

"But despite the change in leadership, the basic structures of oppression remain. The February uprising was merely a **political**, not a **social** revolution. Hence the challenge we now face is: how can 'people power', which brought down a dictator, be harnessed today for the pursuit of more radical social reform?

"The task of building a nation from the ashes of a 20-year plunder is indeed much more difficult than that of ousting a dictator. Many of the old values remain among our people. Our new government marks the return of many familiar faces associated with the old, deposed regime. Hence, our continuing work of building authentic people's organisations is our only clear guarantee for pursuing social equity, ensuring the poor's access to needed resources and services, and pressuring government to consult with the people and lay down needed social policies on their behalf...For this, people must not waver, and must continue their vigilance as 'watchdogs' - to counteract any strong centralising tendences of government."

On the role of individual NGOs:

"The February revolution, in a way, merely reaffirmed our true value and role as the NGO sector.

"Recently, we discussed among our staff and communities about our impending tasks under the new political situation. To our surprise, we found out that many of the tasks we outlined were those that we have already long been doing, even before the February revolution - i.e. our base work activities such as the organisation of marginalised sectors and communities, education and politicisation, livelihood projects for self-reliance, promoting dialogue with government and other sectors, and others. We now realise that these basic tasks do not change, and must continue under whatever government-in-power or given political situation.

"We were indeed building up 'people power' even long before it came into vogue....The February revolution merely dramatised on a massive scale the same 'people power' which we had long been advocating and promoting over the last 10-15 years. It proved the correctness of the work and direction we have quietly been pursuing all along...

"In fact, many of the organised groups who manned the barricades in Manila were NGOs, or those organised by NGOs. Some were even

farmers' groups who voluntarily came from the nearby provinces....Everything was one big spontaneous activity, yet since we came organised, our participation, though we were still a minority, was not altogether insignificant.....

"Today, given the freer political atmosphere, and the call of our new president for people to organise, many of our tasks will necessarily take on a new dimension. The promotion of human rights, for instance, will mean not only the protection of people against harrassment, torture, and indiscriminate arrests as in the past, but the pursuit of people's inherent rights to basic needs such as food, clothing, shelter, education and medical care. Also, we NGOs can no longer afford to ignore national realities especially now that we have a chance to influence policy and thus make our work and messages felt on a broader societal scale.

On relating with the new government:

"We have always recognised that government has the most resources and the infrastructure necessary for implementing genuine people's development on a national scale. However, in the past, most of us chose to ignore working with government because of its repressive, top-down character. But this no longer holds true today. The opportunities open to us now demand closer NGO-GO collaboration which, if not carried out, would mean turning our backs to one of our fundamental roles as NGOs.

"Relating with government could take any of the following forms:

- Directly joining government, either at national or local level. Several individuals have already done so, citing this as an opportunity: * to gain first-hand experience in running public affairs, * to expand resources at their disposal that could be put to use on behalf of the public interest, and * to help forge closer links between government and NGO circles.

- Organising people's consultations and forums that could draw up policies for government at both national and local levels, and give feedback on existing GO policies and programmes.

- Acting as pressure groups together with, or on behalf of, people's organisations for pursuit of genuine social reform, e.g. land and aquarian reform, setting up of regular consultative mechanisms bewtween the people and key government ministries and local governments, adoption of a programme towards self-reliance.

- Directly collaborating with government on specific target- and location-specific programmes that directly benefit the rural poor.

- Implementing, documenting and disseminating experimental, 'prototype' projects (e.g. collective farming, nonformal educational techniques, appropriate agricultural technologies) which government could implement on a wider scale.

"Working with government, however, should not mean cooptation of

one by the other, for we as NGOs have a unique role and mission to play...

"Democracy, it is often said, thrives on the plurality of groups and ideas, and the existence of a balance of power. NGOs, by promoting a wide array of people's organisations, and by acting as a countervailing force against monolithic structures (either by government, the military or politico-ideological parties) therefore represent - by their own existence - our clearest guarantees for preserving democracy and protecting against reversion to our old dictatorial tendencies."

On relating with other NGOs:

"Recent events demand that we NGOs transcend our petty, individual differences and learn to act in concert to tackle the many tasks at hand...."

"But what should NGOs **collectively** aim for among themselves, at least in the immediate future?

> Networking among a broader spectrum of NGOs, such as field organisations, academic and research-oriented groups, business foundations, Church organisations and others. Presently, various small networks along specific lines of specialities do exist, but none that runs across these various groupings. Given the integrated nature of deprivation in the countryside, these NGO sectors/networks must learn to collaborate with each other, and complement each other's weaknesses....Field organisations, for instance, have direct grassroots links, but often lack the expertise that an academic or business group could provide. The academic sector in turn, lacks the grassroots links which could provide more action-orientation in their researches....What may be needed is a common thrust or secretariat which could link the activities of these different sectors, and thus increase their effectiveness.
>
> Secondly, while NGO networks do exist, there are no parallel networks that link their serviced groups at the base....NGOs cannot forever speak on behalf of the poor; people's organisations (POs) must do this on their own. Hence, there must be a conscious effort among NGOs to link their POs along regional or sectoral lines in the coming years. Organising federations of farmers and fishermen, of rural cooperatives, of tribal communities - all these are part and parcel of our task of truly empowering the poor.
>
> Finally, in any form of cooperation among NGOs, the respect for each other's autonomy must be preserved. For the smallness, flexibility, multiplicity and self-directedness of each NGO are in the end their source

of inner strength. Any attempt to coopt NGO efforts will spell the loss of their creativity and dynamism."

On relating with donor groups:

"There is this uncertain feeling among us that with the installation of this new government, most of the needed foreign resources and assistance will now be channelled to the Philippine government....If this is true, then their decision might be a hasty one, propelled largely by the type of media publicity we are getting abroad, which is written from the eyes of Western correspondents and observers.

"NGOs are not superstars; rarely do our efforts see print or are our efforts publicised....

"Nevertheless, we see the years ahead to be the time for the private sector to act. In the past, we have relied too much on government, and now we know only too well that if people do not take responsibility over their own development, then no one else will....Perhaps donor groups should take heed of these and other painful lessons of our past....."

Looking to the future:

"After years of forced silence, our people are hungry for change. They must not be deceived.

"The road ahead might be difficult, but there is hope....Recent stories in the media reveal the widespread plunder and suffering our country had undergone over the past twenty years. A thirty-billion dollar foreign debt, billions more stashed abroad by the old regime and its cronies, thousands killed or herded into military camps - but what is surprising is that, despite all these, we still manage somehow and no widespread hunger exists like in many other Third World countries. This just goes to show how rich a country and resilient a people we really are. Despite all the suffering we've undergone, there is still much to look forward to."

[Quotations above were culled from several informal discussions with, and meetings among, Philippine NGOs assessing the post-February socio-political scenario.]

NON-GOVERNMENTAL ADULT EDUCATION ASSOCIATIONS: AN OVERVIEW*

Chris Duke

Views differ about how long adult education has existed; some argue, persuasively, that it is an institution or at least a practice as old as human history. Adult education associations as here understood are, however, a very recent phenomenon. A few might legitimately claim a life of half a century and more, but most national associations are quite new. They vary considerably in purposes, constitutions, structure, membership and activities. Some are strongly established and quite stable, whereas others display instability by frequent changes of constitution, leadership and perhaps membership, focus and activity. At the national level there is quite bewildering diversity and, to the outside observer, confusion in the non-government adult education association scene: thus Canada appears relatively logical and stable with its Anglophone and Francophone bodies, whereas the range of organisations and relationships in the United States can bemuse the unitiated.

Regionally and internationally - as one might logically expect - such associations are in the main yet more new and, often, still less stable. The European Bureau of Adult Education is the granddaddie despite its recent (mid-century) origins; ASPBAE (the Asian South Pacific Bureau of Adult Education) has only come of age (21 years) since the Fourth International Conference on Adult Education (Unesco, March 1985). In Latin America a new more vigorous association is growing up where an earlier body had become inactive, and in Africa two regional bodies (for adult education and for literacy) have recently merged in an attempt to sustain viability in the difficult circumstances of that continent. Another region with a strong British legacy, the Caribbean, also enjoys a relatively secure and stable regional association of recent origin. On the other hand the Pacific part of the Asian-Pacific region has yet to find the right formula for that huge and sparsely peopled ocean area. And the Arab world, with its Unesco-linked ALECSO and ARLO, does not have a strictly nongovernmental regional association at all. Indeed, close questioning of the nature and status of national associations, for example in the Asian region, would raise questions about their truly nongovernmental character.

Finally, at the international (as distinct from regional) level, there has only been a viable and credible international NGO in existence for barely a decade. The International Council for Adult Education was the brainchild of Roby Kidd, who used the occasion of Unesco's Third International Conference to launch the idea and the network. By the time of ICAE's big international conference at Dar es Salaam in 1976 it was clear that an effective adult education INGO had been formed.

*This paper will appear in **Implications of the Fourth Unesco International Conference on Adult Education for NGOs**, ICAE, Toronto, October 1986.

1985 was thus the first occasion when a (Unesco-organised) International Conference in the lineage from Elsinore to Paris had the partnership and support of an effective INGO, backed up by regional NGOs of varying character and strength from most regions, and underpinned by close on one hundred national bodies of still more varied character, history and identity. On the other side, Unesco itself enjoys the same rather modest vintage as the European Bureau, the oldest of the regional NGOs, and was hosting the Fourth International Conference under the most difficult circumstances: a challenge to its moral basis for existence and a threat to its continuation.

Any attempted overview which ignores the context both of Unesco itself and more especially, if less obviously, of the state of organisation and development of the non-governmental adult education scene, cannot be helpful in appraising what has been achieved and what might happen from now on. This stock-taking should not overlook one other aspect of non-governmental associations, their relative culture-specificity. Whereas one can argue persuasively that almost every human society has included one or another form of adult education - the transmission of norms, values, skills and knowledge to older members as distinct from the young, through a variety of institutions, religious and secular - the particular institutional form and value system normally suggested by 'non-governmental association' tends to belong to the West, and to the kind of newer tradition of those Third World countries, especially of the British Commonwealth, which have adapted nineteenth century (usually) British (usually) forms, more or less changed from the originals, to meet their own contemporary needs. More recently, there has been a tendency for adult education internationalism to exert pressure and persuasion on countries outside this particular set of traditions and without these legacies to create somewhat look-alike national adult education NGOs which will grant them ease of access to the international non-governmental adult education movement and its activities. Although the bulk of public expenditure in different countries goes on government programmes, the sense of community and movement rests mainly with the NGOs at various levels, so the pressure can be powerful. As ICAE, in particular, has been highly successful in raising funds for international travel and for various transnational programmes and networks, the pressure to join through minimal conformity to the NGO norm has increased.

This does not imply that non-governmental adult education associations are undesirable. It does attempt to put their nature and growth in context: it is very impressive, very recent, very shallow-rooted in most cases, and with certain pressures and sanctions which, albeit undeliberately, may be seen as having a slight flavour of cultural imperialism. (One measure of the longer term viability of the international movement will probably be the extent to which non-governmental associations in countries with different traditions can acquire anchorage in the old and newer traditions of those countries and regions - Islamic, Buddhist, socialist, Melanesian, and so on.)

Let us now turn briefly to the Fourth International Conference in

Paris, March 1985. NGOs had a very high profile here, especially through ICAE but also through several regional association delegations and influences, and through the overt and covert influence of national associations within many country delegations. It was fitting that ICAE itself was conceived at the previous major (Unesco) coming together at Tokyo. The context differed from the Tokyo context in ways sketched above, but also for larger reasons: in 1972 the optimism of continuous economic growth and full employment in the industrialised world had yet to collapse into the persisting complex of international economic problems which overshadow almost everthing in the public sector, national and international, in 1985. In 1972, also, there was still belief that a Development Decade or two would put the Third World to rights and at least turn the tide in favour of equalisation between North and South. The rhetoric is still there, and possibly new well-springs of popular hope and energy in Band Aid: none the less, 1985 is the year of famine. The crisis of survival for Unesco (one asks whether the Fourth International Conference, and the NGO contribution thereto, did not marginally ease the situation and enhance the Organisation's credibility) is perhaps best understood and a symptom of a wider malaise: the end of growth and of optimism which voted in the governments threatening the future of Unesco.

If this was the context of the Fourth International Conference, what are the implications for adult education NGOs, in relation to Unesco and more broadly? In both senses, there are pressing needs, new demands and new opportunities. How far can the NGO tradition in adult education respond?

So far as Unesco is concerned, a new kind of partnership and complementarity is implied....Close though personal affinities may be (the common influence of the philosophy of Nyerere, for example) there are severe stresses at times. Unesco is the servant of its Member States - of all political persuasions and always political. ICAE is a flexible, quite radical, freewheeling small organisation most loosely directed by its country membership with great freedom to lead from the Secretariat.

The Fourth International Conference illustrated the tension between the differences in charter, purposes and membership of Unesco and the ICAE. Adult educators, especially but not only of the nongovernmental persuasion, chafed at the bit: at the cumbersome time-wasting politically dictated rituals; at the non-educational and anti-educational proceedings where 300 cannot be a conversation; at the pernicious and intrusive influence of political apparatchiks of all persuasions sitting on the shoulders of most delegations and negating the dialogue of educators. However, this kind of gathering of 800, with its influential presences of ministers and senior officials, could not be afforded or convened by ICAE, and the resultant profiling of adult education nationally and internationally would not occur without the weight of Unesco as the assembly of nations.

On the other hand, much of what was good, and most of what was best, at Paris in 1985 was the work of non-governmental, adult education association members, much of it orchestrated by ICAE members and

manifested in the most inspirational and uplifting 'Right to Learn' adopted by the Conference. Only the non-governmental sector could have produced such a result....It took the professionalism of the non-governmental participants, straddling all parts of the political spectrum through personal ties and international loyalties, to underpin the work of professional adult educators in the Organisation and secure a constructive outcome.

Finally, the Paris Conference illustrated the delicacy and finesse of role which non-governmental adult educators are required to play if they join this game.....Non-governmental adult education associations are now poised to play a significant part in influencing governments in their adult education policies and practices in most parts of the world. It is not a league in which gaffes are easily forgiven. However, the growing sophistication of the international adult education movement, manifested through old and new associations at all levels, suggests that 1985 could signal the beginning of new and constructive partnerships between non-governmental adult education and various of the family of UN organisations, among which Unesco should remain the natural leader.

More generally, non-governmental adult education associations could come to play more prominent roles in the planning of adult education in many countries; and not only those in the Anglo-Saxon and European traditions of voluntaryism. ASPBAE has found that national and regional NGOs can provide a means whereby the professional and social values and commitments of adult educators can be expressed with influence even upon quite difficult, apparently unsympathetic and ideologically unattractive, political systems. The same professional adult educator who is a senior government adult education officer in the week, sitting in a suit or a uniform of rank and directing quite massive human and material resources for adult education, can appear as a perceptive, radical, socially critical voluntary member of a local, national or regional NGO and give a lead in the direction and spirit of Nyerere or Freire, at weekends. Even where a national association appears as an imported cultural artefact, a spot of cargo cultism to tap into the resources of ASPBAE and ICAE, it can acquire influence and value of this kind. Such adult education associations can rapidly become quite significant change agents, conduits for ideas from abroad, which if the local soil is receptive, may take root and bear fruit very quickly. There is a question of cultural invasion here, but it is less likely that radical (or other) innovations in adult education will take root and prove noxious than with most, especially consumer-oriented, imported institutions and value systems. And it is more automatically guarded against by the participative character, the respect of persons, and the valuing of cultural diversity, which on the whole characterise and distinguish the international community of adult educators, and are mediated through its various levels of associations.

In summary, the Fourth International Conference provides a timely occasion, and vantage point, from which to take stock of where non-governmental adult education associations have come from, and where they appear to be heading. Their history is fleetingly brief. Their characteristics vary greatly, and their standing is commonly insecure. They reflect rather well the diversity of nations and systems for the arranging of human affairs around the world, yet share a measure of common values and purposes that is best referred to by the term profession(alism). The values underpinning this professionalism mean that non-governmental adult education associations will tend to be detached from and critical of governments and their programmes and creatures (within which one must include IGOs like Unesco). Yet governments, as expressions of the needs of nations and peoples, need good adult educators and good adult education, possibly more than ever before. The partnerships, tensions, compromises, stresses and outcomes of the Fourth International Conference stand as a metaphor and a parable for non-governmental adult education associations in their new higher profile: if they can be clear-minded, purposeful, committed, tough-minded, modest and effective, they have a role to play altogether more important and influential than in even the best days of the past.

This overview has asserted that, for all their newness and fragility in many cases, non-governmental adult education associations have become established and come into their own, nationally, regionally and internationally, with national associations as the main building blocks. Ironically their arrival was demonstrated at the Fourth International Conference when the barely hidden agenda was the survival or otherwise of the host Organisation, Unesco, itself. The contrast between the rigid formality of a politicised IGO and the flexibility of an INGO has also been suggested. Lest complacency be induced among adult education NGOs by this characterisation, the final note might be one of warning: to adult education associations, national associations in particular, not to ossify and themselves become closed bureaucratic organisations. Those working for regional and international adult education NGOs have not infrequently encountered national associations as rather cliquish, jealous bodies guarding their status and such small perks and privileges as adult education can offer, and acting as barriers and gatekeepers to new blood and new ideas among, for instance, younger and female adult educators in their respective countries. It would be sad indeed if nongovernmental adult education associations were to become tainted by this modest measure of influence and lose their capacity for openness, responsiveness and radicalism just when they are ready to fill the areas of those kinds which the IGOs and other governmental bodies, by their very mature, find it hard or impossible to occupy.

A VIEW: THE CO-OPERATION BETWEEN THE GOVERNMENT AND NGOs IN DEVELOPMENT

Extract from an interview with Jon Ungphakorn, Director of the Thai Volunteer Service and Secretary of the Thai Development Support Committee, published in Sanghkom Phatana (Social Development) No. 1/2528*. He is also involved in a special mission, appointed by the government, to look for ways and means of cooperation between the government and NGOs in development. However, this interview is his own view, it does not reflect the mission's view.

Social Development: We would like you to say something on the importance of the co-operation between the government and the non-government organizations (NGOs).

Jon: There are many aspects of the importance that the co-operation between the government and the NGOs will bring. First of all is the realization of the need development that will be reached from the co-operation. The co-operation will lead them to work together with minimum obstacles. The NGOs also would like to receive a clear government policy towards them, such as the policy on their independent role in social development. This is the first thing that the NGOs look forward to receiving from the government, in order to have better flexibility in development.

The second thing that NGOs would like is the government's support. The support on tax scheme, direct funding based on providing independence to the NGOs, and also joint researches and studies with the government agencies will be helpful in evaluating and improving social development. On the other hand, NGOs would like to exchange with the government their experiences and resources. The examples would be a joint problems study, and exchange of attitudes towards development. Also, their jobs in the field should be in a manner that will support one another, even though they may be supervised under a different center. The support may come in the form of personnel and personnel training which will allow both of them to give their best services to society efficiently. There were many jobs done that would have been much better off if there had been close co-operation. So, a good and effective co-operation system is what we are searching for. The NGOs represent a group of people that would like to take a part in originating development policies, and offer them to the government. This does not mean that they are asking for any authority, but, the NGOs are a group of people that possess experiences and have good intention

* This has been reprinted from **Thai Development Newsletter**, First Quarter, 1986, Volume 3, Number 4 (Issue 9)

work hard for their society. This good experience and intention may be helpful to the government in formulating plans. At present, I have seen an indication of increasing desire by the government in welcoming the NGOs to help formulate the development plans with very close co-operation.

In my opinion, if we can combine the ability of the NGOs and the government together, based on the assumption of an independent role and freedom, we will have a very close relationship in working out development plans. This will bring up many of the new NGOs that will emerge in the hope that they will be able to help develop society. If this comes true, the social development will be much faster since the government will not have to do that all by themselves, people participation will be incorporated.

Social Development: What should the co-operation policy be?

Jon: I would not like to get into details of the way the co-operation should be. Because this is the task that the NGOs and the government have to do - to share their ideas and figure out how the policies should be. But, I would like to stress that, somehow the NGOs do not have a close relationship among themselves still. They have to have a better, more systematic way of building up the co-operation among those concerned in social development. This is considered to be the major base for the co-operation with the government. On the other hand, the government policies toward the NGOs applied by all the government agencies must be the same in order to avoid any problems and misunderstandings along the way of the development. It is not simply to just set up a committee from all agencies concerned without including those representing the NGOs and hope that all the problems and shortcomings will be overcome. It should be a committee that is represented by both parties under the basis of independent roles and freedom. As we may see from the National Economic and Social Development Board who increasingly realise the importance of the NGOs role in development. They even have social development in the 6th National Development Plan. It shows signs of a very good beginning of the co-operation, but we still need a few years more to realise the full advantages of their co-operation.

Social Development: Do you have anything else to suggest?

Jon: It takes some time for both the NGOs and the government to be fully understood and realise the importance of the co-operation. But one thing I would like to suggest here is that the NGOs must not concentrate on maximizing benefits for their own organizations only, while considering the benefits to the society as a secondary one. Social development must be the major objective of the NGOs in order to create the effectiveness of close co-operation. Also, they have to bear in mind that co-operation with the government will be the best way to develop society. It is quite impossible for the NGOs or the government to develop society alone. The government and the NGOs must join together in the social developing mission by setting the

benefits to society as a whole as their main objective. The benefits to society means also the benefits given to the poor people in the society. They are then the target group for the mission to concentrate on and finding the best solutions to let the poor people develop themselves. This means also to figure out the way that may be used as a solution to help get the best social development. In order to get this objective, close co-operation in all aspects by all the parties concerned is required.

THIRD WORLD NGDOs TASK FORCE:

Origin, Aims, Evolution and Present Situation

Mario Padron,
Secretary-General

This article has been reprinted from **IRED Forum** No.18 1986

The General Secretariat of the Third World NDGOs Task Force

During 1980 (and in previous years) there were several opportunities to establish contacts and relationships between NGDOs in Latin America, Asia and Africa.

In 1981 a first document was prepared that listed the main problems perceived as common to most NGDOs.

In 1982, an international seminar was organised in Lima with the participation of 12 NGDOs from the three continents representing different (religious) inspirations and belonging to different financial circuits. A common plan of activities was agreed upon and a General Secretary was elected to maintain and support the relationships between NGDOs, and DESCO - Centro de Estudios y Promocion del Desarrollo, Peru, would provide the institutional grounds as General Secretariat for the coming five-year period.

Now, three years later (August 1985), more than 46 participants (persons, NGDOs) are actively involved in the network, avoiding its bureaucratization and becoming self-sustained. The activities of each one of the participants, who are carrying on several tasks of mutual interest, are funded by their own budgets.

The NDGOs Quest

The NGDOs are also called "Centros de Promocion del Desarrollo de Educacion Popular" (Peru); "Fundaciones" (Colombia); "Private voluntary organisations" (English-speaking countries) as well as "organisations d'animation" (French-speaking countries).

We refer to them with the generic term of NGOs; although very many organisations of different nature are also non-governmental (political parties, churches, trade unions etc.). Therefore, further precisions have been made by adding the concept of non-governmental **development** organisations.

All of them are private forms of association, non profit-oriented, which try to support the poor in their own realities through technical advice, concrete services, and other forms of development projects.

The majority of NGDOs receive financial support from abroad. The origins of the NGDOs are various: based on religious inspiration (Christian, Catholic, Hindu, Muslim, or Buddhist); or on thoughts of humanism (appealing to values like solidarity or social justice), as

well as on politics (the transformation of society), or intellectual grounds (try to understand society better) or, as frequently happens, the NGDOs find origin from several sources at the same time.

In spite of these several diversities some "minimum common denominators" were identified, which also constitute the basis to guarantee a fruitful exchange of experiences and results.

To Share Experiences

In the first place, the NGDOs have to proceed to a necessary systematization of their own activities and results; and this is not an easy task, especially because one of the main features of the NGDOs is precisely their considerable workload - usually augmented by new initiatives and demands from their beneficiaries - and the almost non-existent time available to think over their activities.

The second pre-condition is the institutional consciousness about the importance of learning from others' experiences and so avoiding unnecessary mistakes and failures.

Thirdly, a clear decision to share knowledge, results and direct experiences of the institution is required.

Finally, a constant attitude and practice in identifying those minimum denominators, beyond the specificity and peculiarity of each NGDO is necessary.

The Networks as Formal or Informal Ways of NGDOs Association

Two main forms of networking can be identified: the institutional and the functional ones.

The institutional networks: These forms of network usually have a formal character. A series of coordinated activities is developed between the members, and membership is of fundamental value. Planning (and implementing) activities are coordinated from a centralized level and the members of the network are elected for certain periods within which they will represent the various institutions that belong to the network.

The functional networks: These cases are usually forms of relationships wherein activities, although centrally coordinated, do not tie every NGDO to a centrally decided plan. The important factor is the active participation in concrete specific activities, which are of interest for the different members of the network.

These networks usually function following four complementary lines of action:

exchange of information (concrete results, methodology and newsletters)

exchange of experiences (either directly in occasional events or in a written form)

solidarity actions (whilst facing some specific situation)

and - less frequently - forms of joint ventures (action or research projects being the latest most common case).

The Third World NGDOs Task Force

This is a functional form of networking in which are currently involved 46 NGDOs, from the three continents, based on different inspirations - religious or not - and belonging to different financial circuits.

Other common elements shared by these NGDOs are their combined activities which include research and action together with popular education processes (conscientization) with the popular sector with whom they work, strengthening at the same time the organisation of the poor.

Another common element is their understanding of development cooperation as a "two-way traffic relationship". It is not only important to receive (financial) support from abroad, but to express a concrete commitment - together with the co-financing institution from abroad - to the various activities undertaken, both in Third World countries and in the industrialized ones.

The Task Force does not have funds of its own. Its costs are assumed by the NGDOs themselves. Such a principle was adopted to guarantee autonomy and mutual respect as well as horizontal terms of cooperation with NGOs from the Northern hemisphere. Fundamental in this respect is the self-financing of the institutional costs (General Secretariat). Complementary funds are seldom looked for, and only requested from funding agencies to complete NGDOs own resources and to finance specific activities (exchange of personnel, seminars etc.).

Finally - last but not least - another clearly identified factor is the NGDO itself: its institutional characteristics, size and historical development, as well as the (number and type of) projects that they implement.

Current Activities of the Task Force

The activities that are being implemented are important and meaningful to all NGDO participants in the Task Force. Therefore, they depend on the initiatives and possibilities of each one of them.

A short list of current undergoing activities includes:

Promotion and support to the local, national, and/or regional, functional networks that are interested in specific issues.

Exchange of materials, experiences and personnel through short training periods in other NGDOs within

the country or abroad.

The organisation of regional courses for NGDO workers - post-graduate level - creating thus a real possibility to exchange experiences in depth and to further develop the necessary knowledge for their activities.

The programme INTERDOC Andino. This programme derives from the INTERDOC Programme sharing its option to develop alternatives in the field of information and documentation.

The working committees on specific issues are several NGDOs and persons interested in one topic, who share their work in a written form (by mail) enabling reflection, exchange of experiences, opinions, research and studies on specific subjects related to the NGDOs problems.

The General Secretariat, covering its own costs (within the budgeted activities of DESCO) also provides support, animation functions and acts as a contact point for the various initiatives of the NGDOs Task Force. Only occasionally, the General Secretariat looks for funding to support specific activities.

These few pages have presented the origin, aims, evolution and present situation of the NGDO Task Force. The floor is open for interested readers to join some of the activities mentioned, or to propose (and assume the initiative of carrying) other activities which could be important for the NGDOs participants in the Task Force. The only limits and constraints in this respect are the basic assumptions shared and discussed more fully above.

For further information write to: Mario Padron, General Secretary of NGDOs Task Force, c/- DESCO, Av. Salaverry 1945, Lima 14, Peru.

GERMAN ADULT EDUCATION ASSOCIATON AND GERMAN FOUNDATION FOR INTERNATIONAL DEVELOPMENT

The information below is provided by two German organizations which provide funds to NGOs for development and adult education work. They outline their philoosphy and rationale for providing funds in these areas.

DVV and DSE are major supporters of adult education and development work in Third World countries. Below is some information about their work which will be of interest to adult educators. The following information was prepared for the benefit of participants in the June 1986 International Council for Adult Education meeting with funding agencies in Kungalv, Sweden.

The Role and Function of International Cooperation in Adult Education

The international cooperation in adult education among many institutions and countries is becoming more and more important. The Government of the Federal Republic of Germany regards this international cooperation as an opportunity to promote understanding among peoples and world peace and as a valuable instrument for the promotion of development. The Government of the FRG has development a wide ranging system of assistance through different agencies in the field of adult education. On occasion of the international seminar of the International Council for Adult Education two of these German agencies should be introduced.

Besides the general priorities of the German cooperation programme, e.g. rural development, agriculture and food production, energy generation and distribution, and the protection of the environment and natural resources, the international cooperation in adult education is also regarded as an instrument for development especially in so-called Third World countries. Mainly two organisations in Germany, funded by the responsible Ministry for Economic Cooperation, are dealing with international cooperation in adult education. These two organisations are:

the German Adult Education Association (DVV)
the German Foundation for International Development (DSE)

The Government of the FRG through its Ministry for Economic Cooperation has spent last year nearly DM600 million for cooperation in the field of training and education, DM125 million went into adult education through different organisations. The high percentage spent for adult education in the framework of international cooperation shows the important role of adult education in our development policy.

The German Adult Education Association (DVV)

DVV is the Federal Association which unites the 11 regional organisations in the FRG of which the 900 adult education centres (Volkshochschulen - VHS) with a total of about 4,000 course centres are members. The main task of the DVV is to represent the joint interests of the VHS and to support their organisational and educational work.

The Fachstelle fur Internationale Zusammerarbeit (Department for International Cooperation) is the DVV department which supports adult education in Africa, Asia and Latin America. DVV is an independent, non-governmental body which has been cooperating with private, semi-governmental and governmental partners since the beginning of the 1960s. The adult education programmes which have been developed and put into practice with these partners have been more or less successful. Almost twenty years' experience and the dialogue between the groups involved have led to the development of the following guidelines for DVV's work in Africa, Asia and Latin America.

Guidelines

The DVV involvement in adult education in Africa, Asia and Latin America is the result of awareness that development cannot take place without education. We acknowledge the right of the 'developing' countries to demand more of the rich industrial nations than charity and the type of development aid which serves the interests of foreign policy and the expansion of foreign trade.

We see the purpose of adult education in Africa, Asia and Latin America as the attempt to contribute to the establishment of social justice, next to or after the more traditional educational or training measures. We must take into account the fact that, for a large group of the population, adult education is the first and only educational opportunity they will receive. For us, development is the process which enables individuals and groups to satisfy the following basic needs according to their own specific demands and interests: adequate nourishment, somewhere to live, cultural activity, adequate education, social security, political and social involvement.

In our opinion, adult education is more flexible than traditional forms of education and training when it comes to satisfying individual and collective demands and interests. It can realise its full potential in the service of development. For historical, political, economic and social reasons the basic needs of a large part of the population in Africa, Asia and Latin America have not yet been satisfied. Adult Education must serve to make the reasons for this apparent, and to find solutions, at least for the field of education. Adult education must stand up for the rights of the disadvantaged from the start.

As we see the situation, help from abroad can be useful for adult education work in some African, Asian and Latin American countries for a certain period of time. We reject the idea of transferring western educational structures to these countries. Decisions about the organisation, contents and methods of adult education can only be taken by the countries themselves.

The Fachstelle fur Internationale Zusammerarbeit (Department of International Cooperation) disposes of a professionalism in the field of adult education in cooperation with Third World countries, which is based on long experience. Founded in the 60s, the Fachstelle cooperates closely with private, para-statal and government organisations in Third World countries.

Besides concrete activities in the field of literacy, the Fachstelle supports, in particular, those projects that reflect a wider understanding of literacy and post-literacy in the framework of adult continuing education as a major contributor and as part of a determined effort to alleviate poverty.

The adult education programmes of the Fachstelle comprise the following areas:

Development of initial and further training programmes for adult educators

Development of institutional forms of adult education in urban areas with emphasis on vocational training

Development of basic education in rural areas with particular consideration given to agricultural production, marketing and income generation

Development of radio work as an effective and low-cost form of mass media used to mobilize and inform large parts of the population, backed by supplementary teaching and learning materials and accompanying courses

Development of programmes to produce teaching and learning material adapted to the needs and living conditions of the target groups

Development of programmes on basic health, such as hygiene, nutrition and preventive and curative medicine

Publication of the journal **Adult Education and Development** in English, Spanish and French, bi-annually 12,000 copies

Support of development education at German Volkshochschulen in order to awaken and strengthen an awareness for the problems of the Third World in the German population

Development of adult education activities within the framework of pilot programmes in:

Somalia: Cooperation with the Institute of Adult Education, e.g. training of literacy teachers, adult education programmes for nomads and in rural areas.

Sudan: In cooperation with the National Council for Literacy and Adult Education implementation of programmes aiming at the widening of adult education activities in the region.

Zaire: Nation-wide training of literacy teachers and adult educators, and production of audio-visual materials for adult education activities.

Congo: Cooperation with the literacy department/-ministry of education in fostering infrastuctures and production of materials, especially of sound cassettes for post-literacy programmes.

Tanzania: Support of the Institute of Adult Education in carrying out literacy and adult education activities throughout the country.

Zambia: Cooperation with six institutions in the field of literacy and out-of-school educational activities.

Sierra Leone: Cooperation with Ministry of Education in production of literacy primers in national languages. Follow-up activities with NGOs in literacy cum income generation activities.

Uganda: Reviving and developing of literacy and adult education programmes in cooperation with university institutes and voluntary organisations.

Thailand, Indonesia, and other Asian countries: Cooperation with ASPBAE (Asian-South Pacific Bureau of Adult Education), support of adult education approaches and dissemination strategies.

India: Cooperation with three voluntary organisations in the training of field workers for adult education programmes and production of reading materials for neo-literates.

Lebanon: Adult education pilot project in Lebanese village.

Colombia: Development and support of various adult education activities in three regions of the country.

Latin America: Cooperation with the Latin American Council for Adult Education.

The annual budget earmarked for DVV's cooperation with different partners in Africa, Asia and Latin America is roughly DM8,000,000.

The German Foundation for International Development (DSE)

The German Foundation for International Development was founded in 1959 and charged with the task of fostering relations between the Federal Republic of Germany and other countries on the basis of mutual exchange of views and experiences in the field of development policy. The programme events of the Foundation take the form of

- conferences, seminars, expert consultations, promoting and exchange of experiences at national and international level
- short and mid-term training courses for specialists of Third World countries
- workshops to produce materials and instruments for the implementation of education and development training programmes

Priority areas of the Foundation are:

- education and science
- documentation and information
- social and economic development
- public administration
- vocational training
- food, agriculture and rural development

The programme of the Centre for Education, Science and Documentation of the Foundation focusses on basic education and higher education, documentation and information. Basic education is being understood as primary and basic out-of-school education.

Basic education is the first organized stage in a lifelong learning process. Primary education plays an important role, perhaps even the central role. However, it cannot cover the steadily expanding spectrum of education and training needs. Therefore, tailor-made non-formal basic education programmes and the imbrication with on-going activities of formal and nonformal education become increasingly important.

In view of its restricted personal and financial resources the centre has concentrated in its further training programmes in basic education on the region of Africa South of Sahara and in nonformal basic education especially on the anglophone countries of Eastern and Southern Africa. However, in conferences and seminars which the Foundation organizes for the exchange of experiences in the field of education, international knowhow from all over the world is invited and brought to fructify the deliberations on important issues of educational development, thus hopefully contributing to an increase among developing countries (South-South dialogue).

Needs analyses and planning meetings came to the result that in African countries there is a considerable need for short orientation seminars for political decision-makers on reform programmes and

their implementation as well as for short-term intensive training courses for middle-level personnel. There is also a considerable need for product-oriented workshops which not only offer further training, but which take up, in a participatory method, the development of curricula and evaluation instruments or the production of teaching/learning materials.

In the field of nonformal basic education five major programme packages have been developed:

1. Evaluation of basic education and development training programmes in Kenya.

In a series of two annual workshops middle-level technical workers in the field of basic education and development training (including primary health care, nutrition, agriculture etc.) get training and assistance in evaluating their own programmes.

2. Writing of distance education materials for basic education and development programmes in Kenya

In a series of two annual workshops writers of distance education materials get training and assistance in producing the following distance education courses

foundation course in adult education
in-service course for primary school teachers
cooperative knowledge, cooperative management, cooperative banking
primary health care

3. Assistance to the national literacy campaign of Zimbabwe

The German Foundation assisted the Ministry of Community Development and Women's Affairs in planning and reviewing the national literacy campaign, in developing a monitoring system for the campaign and in producing reading materials for neo-literates. To familiarise with a concrete approach towards post-literacy a group of decision makers and planners from Zimbabwe took part in a study tour to Tanzania on the Tanzanian approaches towards post-literacy.

4. Production of teaching and learning materials for the post-literacy programme in Tanzania

Tanzania is reviewing her post-literacy programme. New teaching and learning materials for the three stages of the post-literacy programme are being developed. The Foundation assists Tanzania in producing these materials.

5. Assistance to the functional literacy programme in Malawi

Since 1983 the German Foundation has been assisting the Government of Malawi in planning and implementing a functional literacy pilot programme as a preparatory stage for a national programme. In this context we conducted evaluation workshops to elaborate a monitoring system, writers' workshops on production of reading materials for new readers and a workshop on **Radio for Literacy**. We assisted Malawi further in upgrading of middle-level technical personnel by internships at Indian institutions of adult education and a scholarship programme at the University of Harare.

The German Foundation is an organisation of German technical and personal cooperation. We conduct our programmes normally in cooperation with our partner institutions and participate in these programmes personally. From offering international programmes in the Federal Republic of Germany we switched over, at least in the field of basic education, to more needs-oriented national workshops etc. taking place in African countries.

The budget earmarked annually for these types of cooperation programmes is roughly 500,000 DM.